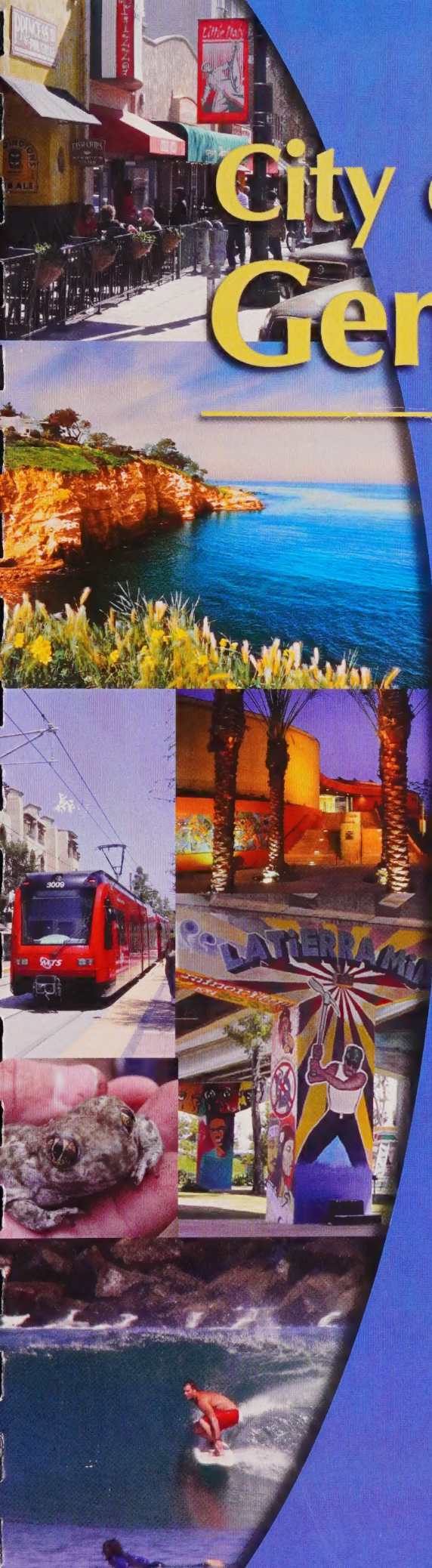
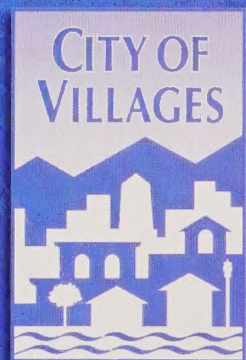




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2008



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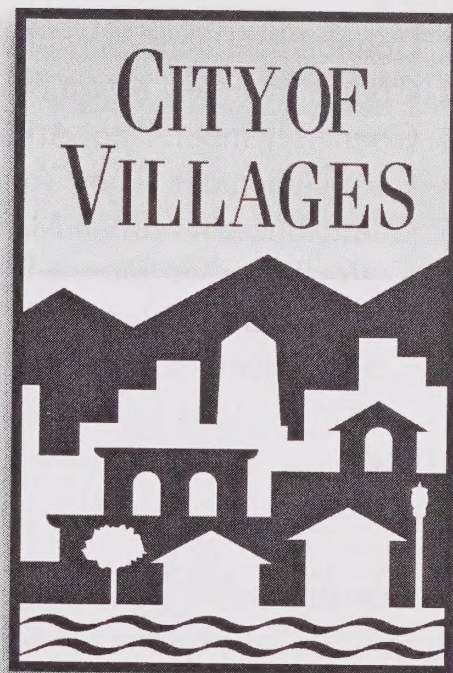


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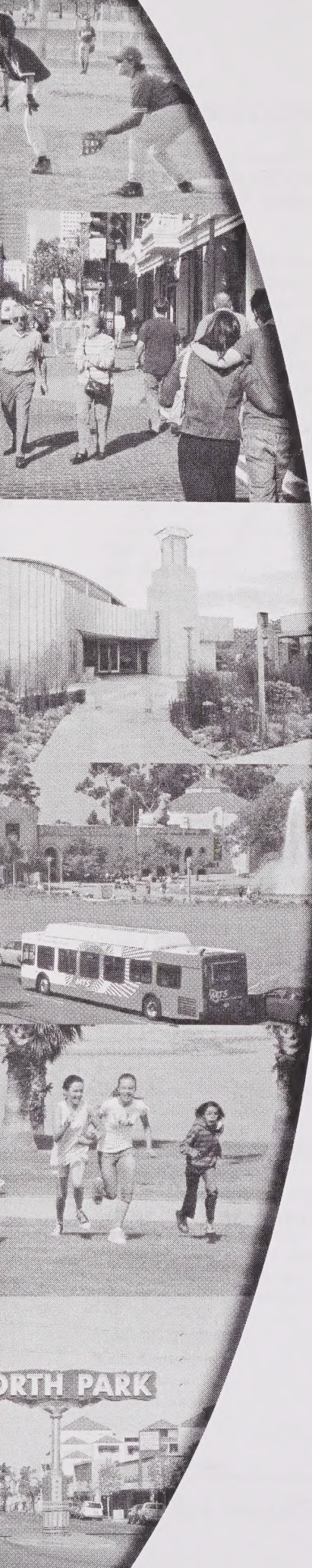
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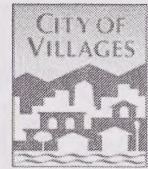


TABLE OF CONTENTS

INTRODUCTION	i
San Diego's Planning History	i
A New General Plan	ii
San Diego Profile	ii
City of San Diego Fast Facts	iv
STRATEGIC FRAMEWORK	
Role and Purpose of the General Plan	SF-2
City of Villages Strategy	SF-3
Regional Planning/Inter-Jurisdictional Coordination	SF-5
Guiding Principles	SF-6
Element Summaries	SF-7
Implementation	SF-28
Conclusion	SF-31
LAND USE AND COMMUNITY PLANNING ELEMENT	
Introduction	LU-3
A. City of Villages Strategy	LU-6
B. General Plan Land Use Categories	LU-11
C. Community Planning	LU-21
D. Plan Amendment Process	LU-25
E. Planning For Coastal Resources	LU-28
F. Consistency	LU-29
G. Airport Land Use Compatibility	LU-31
H. Balanced Communities and Equitable Development	LU-34
I. Environmental Justice	LU-37
J. Proposition 'A' – The Managed Growth Initiative (1985)	LU-40
K. Annexations and Reorganizations	LU-43
MOBILITY ELEMENT	
Introduction	ME-3
A. Walkable Communities	ME-6
B. Transit First	ME-16
C. Street and Freeway System	ME-20
D. Intelligent Transportation Systems	ME-32

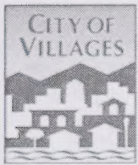


Table of Contents

E.	Transportation Demand Management	ME-34
F.	Bicycling.....	ME-36
G.	Parking Management	ME-39
H.	Airports	ME-42
I.	Passenger Rail.....	ME-47
J.	Goods Movement/Freight.....	ME-48
K.	Regional Coordination and Financing	ME-52

URBAN DESIGN ELEMENT

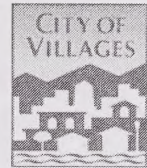
	Introduction	UD-3
A.	General Urban Design	UD-5
B.	Distinctive Neighborhoods and Residential Design.....	UD-16
C.	Mixed-Use Villages and Commercial Areas	UD-20
D.	Office and Business Park Development	UD-25
E.	Public Spaces and Civic Architecture	UD-27
F.	Public Art and Cultural Amenities	UD-29

ECONOMIC PROSPERITY ELEMENT

	Introduction	EP-3
A.	Industrial Land Use	EP-5
B.	Commercial Land Use.....	EP-13
C.	Regional and Subregional Employment Areas	EP-18
D.	Education and Workforce Development	EP-18
E.	Employment Development.....	EP-20
F.	Business Development.....	EP-24
G.	Community and Infrastructure Investment	EP-26
H.	Military Installations	EP-27
I.	Visitor Industries	EP-28
J.	International Trade, Maritime Trade, and Border Relations	EP-30
K.	Redevelopment.....	EP-33
L.	Economic Information, Monitoring, and Strategic Initiatives	EP-35

PUBLIC FACILITIES, SERVICES AND SAFETY

	Introduction	PF-3
A.	Public Facilities Financing	PF-5
B.	Public Facilities and Services Prioritization	PF-10
C.	Evaluation of Growth, Facilities, and Services	PF-14
D.	Fire-Rescue	PF-17
E.	Police.....	PF-22



F.	Wastewater.....	PF-25
G.	Storm Water Infrastructure	PF-29
H.	Water Infrastructure	PF-31
I.	Waste Management	PF-35
J.	Libraries.....	PF-40
K.	Schools.....	PF-41
L.	Information Infrastructure	PF-45
M.	Public Utilities.....	PF-47
N.	Regional Facilities.....	PF-51
O.	Healthcare Services and Facilities	PF-52
P.	Disaster Preparedness.....	PF-53
Q.	Seismic Safety	PF-56

RECREATION ELEMENT

	Introduction	RE-3
A.	Park and Recreation Guidelines	RE-6
B.	Recreational Opportunities	RE-20
C.	Preservation.....	RE-23
D.	Accessibility	RE-25
E.	Joint Use and Cooperative Partnerships	RE-27
F.	Open Space Lands and Resource-Based Parks	RE-31

CONSERVATION ELEMENT

	Introduction	CE-3
A.	Climate Change and Sustainable Development	CE-7
B.	Open Space and Landform Preservation.....	CE-12
C.	Coastal Resources.....	CE-18
D.	Water Resources Management.....	CE-21
E.	Urban Runoff Management	CE-26
F.	Air Quality	CE-31
G.	Biological Diversity	CE-34
H.	Wetlands	CE-36
I.	Sustainable Energy	CE-37
J.	Urban Forestry	CE-39
K.	Mineral Production	CE-42
L.	Agricultural Resources.....	CE-44
M.	Border/International Conservation.....	CE-46
N.	Environmental Education	CE-49

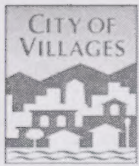


Table of Contents

NOISE ELEMENT

Introduction	NE-3
A. Noise and Land Use Compatibility	NE-6
B. Motor Vehicle Traffic Noise.....	NE-9
C. Trolley and Train Noise.....	NE-10
D. Aircraft Noise.....	NE-11
E. Commercial and Mixed-Use Activity Noise.....	NE-15
F. Industrial Activity Noise	NE-16
G. Construction, Refuse Vehicles, Parking Lot Sweepers and Public Activity Noise	NE-17
H. Event Noise	NE-18
I. Typical Noise Attenuation Methods.....	NE-18

HISTORIC PRESERVATION ELEMENT

Introduction	HP-3
A. Identification and Preservation of Historical Resources	HP-10
B. Historic Preservation, Education, Benefits, and Incentives.....	HP-14

LIST OF FIGURES

Figure LU-1 – Village Propensity	LU-8
Figure LU-2 – General Plan Land Use and Street System Map.....	LU-13
Figure LU-3 – Planning Areas and Prospective Annexation Areas	LU-15
Figure LU-4 – Proposition A Lands	LU-42
Figure ME-1 – Transit Land Use Connections	ME-4
Figure ME-2 – Existing and Proposed Bikeways	ME-37
Figure ME-3 – Airport Locations	ME-46
Figure ME-4 – Intermodal Freight Facilities.....	ME-51
Figure EP-1 – Industrial and Prime Industrial Land Identification	EP-8
Figure EP-2 – Regional Center and Subregional Employment Areas	EP-17
Figure PF-1 – Planning Areas by Financing Type	PF-6
Figure PF-2 – CIP Prioritization.....	PF-13
Figure PF-3 – Fire and Lifeguard Facilities	PF-19
Figure PF-4 – Police Facilities	PF-23
Figure PF-5 – Wastewater Facilities	PF-27
Figure PF-6 – Library Facilities.....	PF-39
Figure PF-7 – School Districts with Schools.....	PF-43

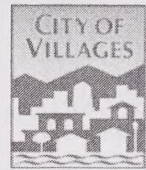


Figure PF-8 – Gas and Electric Substations and Transmission Lines	PF-49
Figure PF-9 – Geo-technical and Relative Risk Areas	PF-58
Figure RE-1 – Community Plan Designated Open Space and Parks Map	RE-4
Figure RE-2 – Planning Areas by Community Park Planning Regions	RE-8
Figure CE-1 – Steep Slopes and 200 Ft. Contours	CE-16
Figure CE-2 – Multi-Habitat Planning Area	CE-17
Figure CE-3 – Coastal Zone Boundary	CE-19
Figure CE-4 – San Diego Watersheds	CE-25
Figure CE-5 – Flood Hazard Areas	CE-27
Figure CE-6 – Generalized Mineral Land Classification	CE-41

APPENDICES

APPENDIX A - STRATEGIC FRAMEWORK ELEMENT

SF-1	RELATIONSHIP AMONG ELEMENTS AND ISSUES	AP-3
SF-2	STRATEGIC FRAMEWORK ELEMENT CORE VALUES	AP-5
SF-3	CONTRIBUTORS TO THE DEVELOPMENT OF THE STRATEGIC FRAMEWORK	AP-9

APPENDIX B - LAND USE AND COMMUNITY PLANNING ELEMENT

LU-1	Village Propensity Methodology	AP-17
LU-2	Community Plan and General Plan Land Use Designations	AP-23
LU-3	Proposition A – The Managed Growth Initiative (1985)	AP-27

APPENDIX C - ECONOMIC PROSPERITY ELEMENT

EP-1	Prime Industrial Land Criteria	AP-29
EP-2	Collocation/Conversion Suitability Factors	AP-31
EP-3	Guidelines for Regional Center and Subregional Employment Areas	AP-33

APPENDIX D – CONSERVATION ELEMENT

CE-1	Natural Resource-Based Plans and Policies	AP-39
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APPENDIX E - HISTORIC PRESERVATION ELEMENT

HP-1	San Diego History	AP-41
------	-------------------------	-------

GLOSSARY	GL-3
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Introduction

San Diego has the location and the physical foundation in general for an important, perhaps a great, city. Its people are awake to its needs, and are resolved to meet them.

~ John Nolen, 1908

City Planner John Nolen wrote these words as a preface to San Diego's first grand vision statement of the 20th century. He looked at a young city with a population of less than 40,000 and imagined what it could become.

Against the backdrop of what Nolen considered San Diego's "permanent attractiveness beyond all other communities," he envisioned development of a civic center of downtown public buildings, more urban open space, parks and playgrounds, and a bayfront with promenades and public amenities. He urged San Diegans to build a city that capitalized on its many natural assets and enviable climate. Nolen's goals are still relevant today and they advised many of the planning decisions that shaped San Diego in the past century.

Since the Nolen Plan was commissioned, San Diego has grown from a small border town to a thriving metropolis of nearly 1.3 million people, complete with many distinct and diverse neighborhoods. The City's growth and evolution have served as a catalyst for the development of numerous planning visions and plan documents. Through the years, all of the plans have shared a somewhat common vision. They have sought preservation of unique neighborhoods, good jobs and housing for all San Diegans, protection and enhancement of the environment, development of a diverse economy, an efficient and useful public transit system, well-maintained public facilities and services, and careful management of the growth and development of the City.

San Diego's Planning History

During the 1960s, the City engaged in a comprehensive planning process to prepare the first Progress Guide and General Plan, and in 1967 the City Council adopted and the electorate ratified that document as the first General Plan for the City of San Diego. In 1974, planning consultants Kevin Lynch and Donald Appleyard, funded through a grant from the prominent San Diego Marston family, produced *Temporary Paradise?* This groundbreaking study focused upon the natural base of the City and region; it recommended that new growth complement the regional landscape to preserve its precious natural resources and San Diego's high quality of life. *Temporary Paradise?* served as a major influence on the subsequent comprehensive update of the Progress Guide and General Plan adopted in 1979.



The City experienced both significant growth and a serious recession over the two following decades. Residential development reached the City's jurisdictional boundaries which also expanded during this period. The City's economic base evolved from tourism and defense to include high technology research and manufacturing, and international trade. The citizens of San Diego reacted to the growth and change by participating in numerous visioning efforts. They produced several documents, ballot initiatives, and programs including: the Urban Form Action Plan, the Regional Growth Management Strategy, the Livable Neighborhoods Initiative, Towards Permanent Paradise, the Renaissance Commission Report, and many others.

Based upon the planning principles and shared common values in all of these documents, the City Council adopted the Strategic Framework Element in 2002 to guide the comprehensive update of the entire 1979 Progress Guide and General Plan.

A New General Plan

This General Plan provides policy guidance to balance the needs of a growing city while enhancing quality of life for current and future San Diegans. It provides a strategy, the City of Villages, for how the City can enhance its many communities and neighborhoods as growth occurs over time. It presents ten elements that overall provide a comprehensive "blueprint" for the City of San Diego's growth over the next twenty plus years.

While this General Plan builds upon many goals and strategies of the 1979 General Plan, the year 2008 finds the City of San Diego and its citizens facing new issues: a lack of vacant developable land for future growth, unmet public facilities standards, a changing economic base, and major environmental challenges.

A century after Nolen, San Diego is once again anticipating its future and defining new strategies for the way we will live on the land for the next 20-50 years. The challenges require new approaches, sound public policies, and innovative and achievable solutions – in sum, a new General Plan.

San Diego Profile

San Diego is the second largest city in California and eighth largest in the United States with a population of approximately 1.3 million in 2007. The City covers 342.5 square miles and stretches nearly 40 miles from north to south. There are 93 miles of shoreline including bays, lagoons and the Pacific Ocean. Elevations mostly range from sea level to 600 feet. High points include Mt. Soledad in La Jolla and Cowles Mountain in the eastern part of the City which is nearly 1,600 feet high.



San Diego has a unique and varied topography composed mostly of mesas intersected by canyons. Mission Valley is a prominent geographical feature near the center of the City. There are rather dramatic climate variations within the City. In the beach areas, summer high temperatures average in the low 70s while inland areas average in the mid to upper 80s. Rainfall averages only 10 inches per year.

San Diego has a varied economy with both high and low wage industries prominent. The higher wage economic sectors include telecommunications, software, biotech and higher education. The tourism and visitor sectors of the economy provide many of the lower wage jobs. There are relatively few middle income jobs resulting increasingly in an hourglass economy. The military has long been a mainstay of the local economy offering middle income jobs although it is not as dominant as it once was. Defense industry jobs have declined in the past two decades.

San Diego is a major tourist and convention destination. The most visited sites are Balboa Park, the San Diego Zoo and Wild Animal Park, SeaWorld, Cabrillo National Monument, and Old Town State Historic Park. The village area of La Jolla and Gaslamp Quarter downtown are also popular destinations.

San Diego's population grew rapidly from 1940 to 1960 and again from 1970 to 1990. The population was approximately 200,000 in 1940, 700,000 in 1970 and over 1.22 million in 2000. During the last few years the rate of population growth in the City has slowed. Lack of vacant land and high housing costs relative to local incomes have deterred recent growth.

San Diego's population is diverse. Slightly less than half the population is composed of non-Hispanic whites. Hispanics make up 25-30 percent of the population. Approximately 15-20 percent of the population has Asian and Pacific Island origins and about 7 percent are black. The Hispanic and Asian populations are younger and are continuing to increase while the non-Hispanic white and black population has been stagnant or declining in recent years. The overall average age of 33.5 years has been increasing with the fastest growing segment being people over the age of 65. (See City of San Diego Fast Facts below, and Tables 8 and 9 in the Housing Element for more demographic information).





City of San Diego Fast Facts

Physical Characteristics:

Total area:	342.5 square miles
Latitude:	32.44 degrees north
Longitude:	117.10 degrees west
Coastline:	70 miles
Highest Point:	Cowles Mountain 1,586 feet
Lowest Point:	Sea Level
Average Altitude:	13 feet

Population Trends (1980 - 2007)

	1980	1990	2000	2007
Total Population	875,538	1,110,549	1,223,400	1,316,837
Growth from Prior Period		27%	10%	8%

Population Characteristics (2007 Estimates)

	Population	Percent of Total	Population < Age 18
Hispanic	360,021	27%	121,939
White	612,953	47%	28,609
Black	95,756	7%	26,188
American Indian	4,309	<1%	941
Asian	189,384	14%	40,383
Hawaiian & Pacific Islander	5,617	<1%	1,588
Other	3,562	<1%	1,312
Two or More Races	45,145	3%	17,816
All Ethnic Groups	1,316,837	100%	238,776

2030 Population, Housing and Employment Forecast

	2000	2010	2020	2030	% Change 2000-2030
Total Population	1,223,400	1,365,130	1,514,336	1,656,257	35%
Housing Units	469,689	518,063	574,254	610,049	30%
Civilian Employment	742,904	850,543	926,382	980,374	32%

Source: Demographic data provided by SANDAG, January 2008



Strategic Framework

We are stewards of a remarkable resource, a City on the Pacific of great cultural and physical diversity. In the 21st century, San Diego must continue to evolve in harmony with its exceptional natural environment, always treasuring the unique character of its neighborhoods, striving for equity, and celebrating the rich mosaic that is San Diego.

~ Strategic Framework Element Vision Statement, 2002

San Diego is a city in a region with unique and varied landscapes – ocean and beaches, estuaries and river valleys, canyons and mesas, hills and mountains, and desert. These landscapes and the City's transportation networks define San Diego's communities, each with their own character, history, and scale. These communities, and the landscapes and transportation networks that frame and link them, are the City's basic building blocks.

San Diego is a prominent California city, adjacent to Mexico, on the Pacific Rim. It is an international city, economically and culturally. It is a creative city with exceptional strength in science, commerce, education, and art. It is an important city in the nation's defense.

Building such a city across this special landscape has always been and will continue to be San Diegans' urban planning challenge. This General Plan sets out the City's policies for wise land use and the provision of services to maintain, and where necessary improve, San Diego's natural and built environments, and its residents' quality-of-life.

Over the last two centuries, San Diego has grown by expanding outward onto land still in its natural state. This is the first General Plan in the City's continuing history that must address most future growth without expansion onto its open lands. It establishes the strategic framework for how the City grows while maintaining the qualities that best define San Diego.





Role and Purpose of the General Plan

The City's General Plan is its constitution for development. It is the foundation upon which all land use decisions in the City are based. It expresses community vision and values, and it embodies public policy for the distribution of future land use, both public and private.

State law requires each city to adopt a general plan to guide its future development and mandates that the plan be periodically updated to assure its continuing relevance and value. It also requires the inclusion of seven mandatory elements: Land Use, Circulation, Housing, Conservation, Noise, Open Space, and Safety. However, state law permits flexibility in the presentation of elements and the inclusion of optional elements to best meet the needs of a particular city. The City of San Diego's General Plan addresses state requirements through the following ten elements: Land Use and Community Planning; Mobility; Economic Prosperity; Public Facilities, Services and Safety; Urban Design; Recreation; Historic Preservation; Conservation; Noise; and Housing. More information on mandatory and optional elements is found in Appendix A, SF-1. State law requires internal consistency, meaning that policies within the components of the General Plan cannot conflict with one another, and that no one element may take precedence over another.





City of Villages Strategy

The City of Villages strategy focuses growth into mixed-use activity centers that are pedestrian-friendly districts linked to an improved regional transit system. It was first adopted as a part of the Strategic Framework Element of the General Plan in 2002. It was developed through an intensive process of public collaboration over a three-year period. The strategy draws upon the character and strengths of San Diego's natural environment, neighborhoods, commercial centers, institutions, and employment centers. The strategy is designed to sustain the long-term economic, environmental, and social health of the City and its many communities. It recognizes the value of San Diego's distinctive neighborhoods and open spaces that together form the City as a whole.



A "village" is defined as the mixed-use heart of a community where residential, commercial, employment, and civic uses are all present and integrated. Each village will be unique to the community in which it is located. All villages will be pedestrian-friendly and characterized by inviting, accessible and attractive streets and public spaces. Public spaces will vary from village to village, consisting of well-designed public parks or plazas that bring people together. Individual villages will offer a variety of housing types affordable for people with different incomes and needs. Over time, villages will connect to each other via an expanded regional transit system.

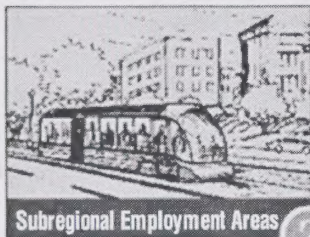
Implementation of the City of Villages strategy relies upon the designation and development of village sites. There are many factors to consider when designating village sites including the capacity for growth, existing and future public facilities, transportation options, community character, and environmental constraints. Precise village boundaries, the specific mix of uses, architectural form, needed public facilities, and the type of public space within proposed village areas will be determined through community plan updates or amendments. The hierarchy of village types and development areas is described on the following page.

Transportation and Land Use Planning

Implementation of the City of Villages growth strategy is dependent upon close coordination of land use and transportation planning. The strategy calls for redevelopment, infill, and new growth to be targeted into compact, mixed-use, and walkable villages that are connected to a regional transit system. Villages should increase personal transportation choices and minimize transportation impacts through design that pays attention to the needs of people traveling by foot, bicycle, and transit, as well as the automobile. Focused development and density adjacent to transit stops that link where people live to where people work, shop, and recreate, helps make transit convenient for more people. It allows for a more cost-effective expansion of transit services.

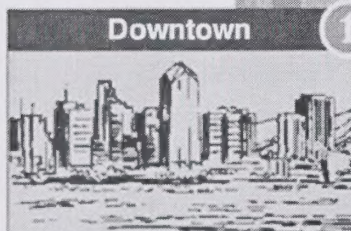


Subregional Employment Areas are major employment and/or commercial areas within the region containing corporate or multiple-use office, industrial, and retail uses with some adjacent multifamily residential uses. Existing Subregional Employment Areas include the Mission Valley/Morena/Grantville and University/Sorrento Mesa areas.



Community and Neighborhood Village Centers are locally-oriented mixed-use commercial and residential

districts where residents and visitors come together. They are staging areas for transit. Community and Neighborhood Village Centers can range in size from just a few to more than 100 acres. Community Village Centers serve a larger area than Neighborhood Village Centers and may have a more significant employment component than a neighborhood village.



Downtown San Diego has a unique role to play in the 21st century development of the San Diego region. In addition to being the administrative, legal, cultural and entertainment center in the region, downtown also offers the most convenient and extensive transit connections and has emerged as an exciting pedestrian environment.



The City contains commercial corridors that are lively and vital, pedestrian-friendly, home to a rich variety of small businesses, restaurants, and homes, and served by higher frequency transit service. Transit corridors provide valuable new housing opportunities with fewer impacts to the regional freeway system because of their available transit service. Some corridors would benefit from revitalization.

Housing in mixed-use commercial areas provides opportunities for people to live near their place of work, and helps support the use of neighborhood shops and services. As such, the City of Villages land use pattern is both a transportation and land use strategy. The integration of transit and land use planning is illustrated by the Transit/Land Use Connections Map (see Mobility Element, Figure ME-1). This map identifies existing and community plan designated activity centers, commercial centers and corridors, and multifamily residential areas that are along the region's higher frequency existing and planned transit services.



Regional Planning/Inter-Jurisdictional Coordination

Regional coordination is needed to effectively guide land use and transportation planning, investment in regional-serving facilities, and preservation of open spaces that span multiple jurisdictions. The City of San Diego works closely with the County of San Diego, the San Diego Unified Port District, the San Diego Association of Governments (SANDAG), the San Diego County Regional Airport Authority, Tribal Governments, and other local governments and agencies throughout the region to further common goals. The City also works with state and federal representatives on legislative, regulatory, and budgetary matters that impact the City of San Diego; and with its counterparts in Mexico on border/binational issues.

SANDAG plays a key role in regional coordination efforts. SANDAG is the region's transportation and planning agency (see also the Mobility Element discussion) comprised of member agencies from the region's 19 local governments. City of San Diego interests are represented at SANDAG through the votes of the City's elected officials serving on the SANDAG Board of Directors, staff participation on SANDAG advisory committees, and direct public participation in the process. Working with SANDAG and as an independent jurisdiction, the City of San Diego must plan for, and implement transportation projects which are essential to the growth and evolution of a major urban center, and are critical to progressive land use planning decisions.

The SANDAG Board of Directors adopted a Regional Comprehensive Plan (RCP) in 2004 that provides a strategic planning framework for the San Diego region. The RCP encourages cities and the county to increase residential and employment concentrations in areas with the best existing and future transit connections, and to preserve important open spaces. The RCP includes an Integrated Regional Infrastructure Strategy and serves as a unifying document for a number of other regional initiatives covering topics such as housing, economic prosperity, habitat preservation, and environmental resource protection. The RCP addresses San Diego's relationships with neighboring counties, Tribal Governments, and northern Baja California. The City of San Diego General Plan is designed to complement and support the RCP.



Guiding Principles

The City of San Diego General Plan integrates the following basic principles which describe the essential structure of San Diego's plan and reflect the core values that guide its development:

1. An open space network formed by parks, canyons, river valleys, habitats, beaches, and ocean;
2. Diverse residential communities formed by the open space network;
3. Compact and walkable mixed-use villages of different scales within communities;
4. Employment centers for a strong economy;
5. An integrated regional transportation network of walkways, bikeways, transit, roadways, and freeways that efficiently link communities and villages to each other and to employment centers;
6. High quality, affordable, and well-maintained public facilities to serve the City's population, workers, and visitors;
7. Historic districts and sites that respect our heritage;
8. Balanced communities that offer opportunities for all San Diegans and share citywide responsibilities;
9. A clean and sustainable environment; and
10. A high aesthetic standard.

The updated General Plan translated these organizing principles into new policy direction in the ten elements of the General Plan. Because less than four percent of the City's land remains vacant and available for new development, the plan's policies represent a shift in focus from how to develop vacant land to how to reinvest in existing communities. Therefore, new policies have been created to support changes in development patterns to emphasize combining housing, shopping, employment uses, schools, and civic uses, at different scales, in village centers. By directing growth primarily toward village centers, the strategy works to preserve established residential neighborhoods and open space, and to manage the City's continued growth over the long term.

The guiding principles of the General Plan are based on the Strategic Framework Element vision statement and "Core Values" that address San Diego's physical environment, economy, and culture and society. These values were developed by the Strategic Framework Citizens' Committee which included more than 40 individuals of diverse and accomplished backgrounds. In addition, thousands of others provided valuable input to the Strategic Framework Element in public hearings, public workshops, community planning group meetings, public forums, and email communications. Community planning groups provided input through their own meetings and as members of the Community Planners Committee. The complete Core Values can be found in the General Plan Appendix A, SF-2. In addition, those that contributed to the development of the SFE are acknowledged in Appendix A, SF-3.



Element Summaries

Land Use and Community Planning Element

Purpose

To guide future growth and development into a sustainable citywide development pattern, while maintaining or enhancing quality of life in our communities.

The Land Use and Community Planning Element (Land Use Element) provides policies to implement the City of Villages strategy within the context of San Diego's community planning program. The element addresses land use issues that apply to the City as a whole and identifies the community planning program as the mechanism to designate land uses, identify site-specific recommendations, and refine citywide policies as needed. The Land Use Element establishes a structure that respects the diversity of each community and includes policy direction to govern the preparation of community plans. The element addresses zoning and policy consistency, the plan amendment process, annexation policies, airport-land use planning, balanced communities, equitable development, and environmental justice. The Land Use Element also has sections covering the California Coastal Act and its implementation in San Diego, and the history and implementation of Proposition A – the Managed Growth Initiative of 1985.





Land Use and Street System

The Land Use Element identifies seven General Plan land use categories: Parks, Open Space and Recreation; Agriculture; Residential; Commercial Employment, Retail, and Services; Industrial Employment; Institutional, Public, and Semi-Public Facilities; and Multiple Use. These land uses are displayed on the General Plan Land Use and Street System Map (see fold-out map, Land Use Element, Figure LU-2, General Plan Land Use and Street System Map). This map also identifies the planned street system, freeways, expressways, arterials, and collector streets needed to serve vehicular transportation demand resulting from the development of the City in accordance with this General Plan. The map is based upon a composite of the more detailed land use and circulation system maps adopted for each community.

The seven land use categories permit an overall, citywide view of land use distribution. For greater specificity, the General Plan identifies 26 "Recommended Community Plan Designations" that are to be applied during community plan updates and amendments. These 26 designations were derived from analyzing some 160 community plan designations that share similar definitions (see Appendix B, LU-2). Standardized designations were developed so that over time, community plans will share a common terminology, enabling better citywide land use analysis and measurement against regional programs.

Community Planning

The City of San Diego has more than fifty planning areas (see Land Use Element, Figure LU-3, Planning Areas). The community planning program has a long and diverse history with the earliest community plans being adopted in the 1960s. Each document is a unique reflection of the issues and trends facing the community and includes corresponding strategies to implement community goals.

Community plans represent a vital component of the City's Land Use Element because they contain more detailed land use designations and describe the distribution of land uses better than is possible at the citywide document level. San Diego is one of the few jurisdictions in the state that has the size, diversity, and land use patterns that necessitate community-based land use plans. The community-specific detail found in community plans is also used in the review process for both public and private development projects. While the community plan addresses specific community needs, its policies and recommendations must remain in harmony with other community plans, the overall General Plan, and citywide policies. Overall, the General Plan and community plans are intended to be used as a means to maintain or improve quality of life, and to respect the essential character of San Diego's communities.



Community plans are also the vehicle for implementing state laws pertaining to provision of housing opportunities, and meeting the City's share of regional housing needs. As community plans designate land uses and assign densities, they must preserve or increase planned capacity of residential land uses to ensure that the City is able to meet its share of the region's housing needs. Implementation of community-based goals may cause a shift in densities within or between community planning areas but together they must maintain or increase overall housing capacity. Community plans and other adopted land use plans are implemented through application of a broad range of zones, regulations and programs.

Balanced Communities and Equitable Development

"Balanced communities" have a diverse mix of housing types that are suitable for households of various income levels. Balanced communities can contribute toward achievement of a fair and equitable society, and have the additional advantage of providing more people with the opportunity to live near their work. City initiatives that work toward more balanced communities and to increase the supply and distribution of affordable housing include the Inclusionary Housing Ordinance (2003) and the City of Villages strategy (2002). The City of Villages strategy strives to increase housing supply and diversity through the development of compact, mixed-use villages in specified areas. This strategy also helps to achieve some of the jobs/housing benefits of balanced communities at a broader scale by encouraging better links from homes to jobs and services throughout the region.



Mural by Eddie L. Edwards, Martin Luther King Jr. Recreation Center

The City of Villages strategy also includes a commitment to equitable development and environmental justice. Equitable development is concerned with the creation and maintenance of economically and socially diverse communities, and environmental justice strives for fair treatment of all people with respect to development and implementation of environmental laws, policies, regulations, and practices.



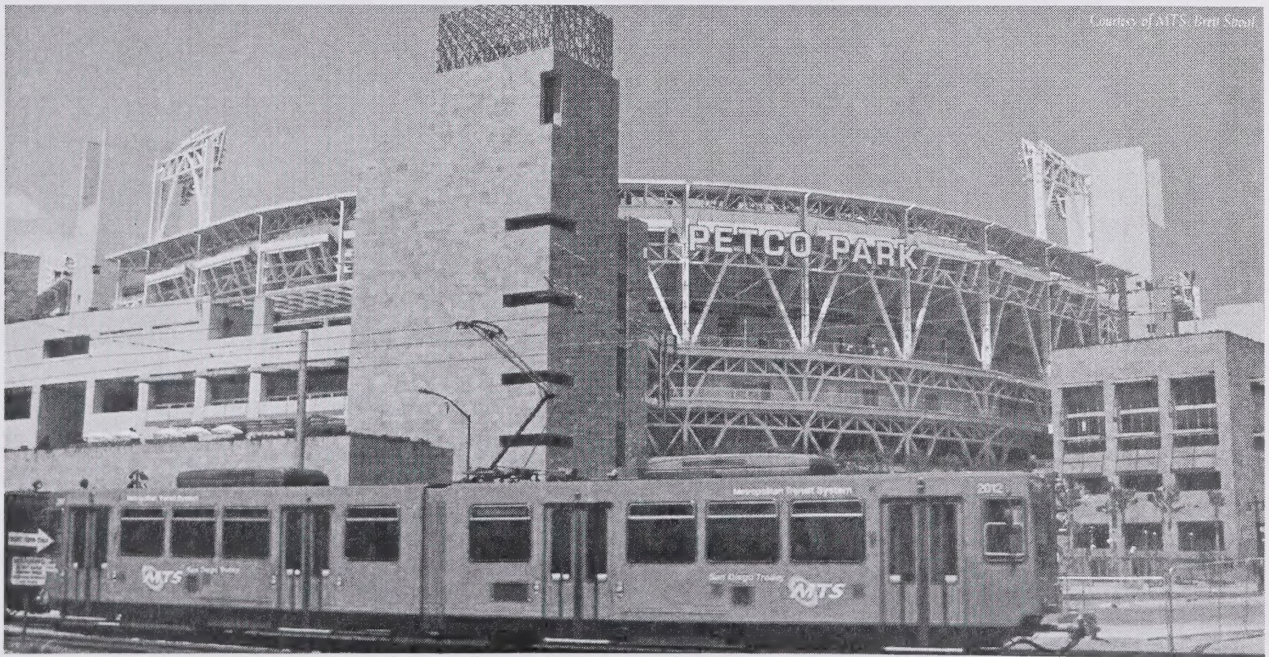
Measures to support attainment of equitable development will occur as a part of village master plans or other long-range plans as appropriate. General Plan policies call for working toward environmental justice through broadening public input, prioritizing and allocating citywide resources to benefit communities in need, and striving for equity in environmental protection and in the location of undesirable land uses, among other initiatives.

Mobility Element

Purpose

To improve mobility through development of a balanced, multi-modal transportation network.

The Mobility Element contains policies that promote a balanced, multi-modal transportation network that gets us where we want to go and minimizes environmental and neighborhood impacts. A balanced network is one in which each mode, or type of transportation, is able to contribute to an efficient network of services meeting varied user needs. For example, the element contains policies that will help walking become more attractive for short trips, and for transit to more effectively link often visited destinations, while still preserving auto-mobility. In addition to addressing walking, bicycling, transit, and streets, the element also includes policies related to regional collaboration, parking, the movement of goods, and other components of our transportation system. Taken together, these policies advance a strategy for relieving congestion and increasing transportation choices in a manner that strengthens the City of Villages land use vision.





The Land Use and Community Planning Element and Mobility Element of the General Plan are closely linked. The Land Use and Community Planning Element identifies existing and planned land uses. The Mobility Element identifies the proposed transportation network and strategies which have been designed to meet the future transportation needs generated by these land uses. Mobility Element policies related to project design and multi-modal facilities will be implemented through public and private development and capital improvement projects.

The City's transportation strategies and policies cannot be discussed in isolation. The General Plan is a part of a larger body of plans and programs that guide the development and management of the transportation system.

- The Regional Transportation Plan (RTP), prepared and adopted by the San Diego Association of Governments (SANDAG), is the region's long-range mobility plan. The RTP plans for and identifies projects for multiple modes of transportation in order to achieve a balanced regional system. It establishes the basis for state funding of local and regional transportation projects, and its adoption is a prerequisite for federal funding. SANDAG prioritizes and allocates the expenditure of regional, state and federal transportation funds to implement RTP projects.
- The region's Congestion Management Program (CMP), also prepared by SANDAG, serves as a short-term element of the RTP. It focuses on actions that can be implemented in advance of the longer-range transportation solutions contained within the RTP. The CMP establishes programs for mitigating the traffic impacts of new development and monitoring the performance of system roads relative to Level of Service (LOS) standards. It links land use, transportation, and air quality concerns.

The Mobility Element, the RTP, and the CMP all highlight the importance of integrating transportation and land use planning decisions, and using multi-modal strategies to reduce congestion and increase travel choices. The Mobility Element Section K, and Public Facilities, Financing and Safety Element Section B, contain policies on how to work effectively with SANDAG to help ensure that City of San Diego transportation priorities are implemented.





Urban Design Element

Purpose

To guide physical development toward a desired image that is consistent with the social, economic and aesthetic values of the City.

Urban Design Element policies capitalize on San Diego's natural beauty and unique neighborhoods by calling for development that respects the natural setting, enhances the distinctiveness of our neighborhoods, strengthens the natural and built linkages, and creates mixed-use, walkable villages throughout the City.

Urban design describes the physical features that define the character or image of a street, neighborhood, community, or the City as a whole. Urban design is the visual and sensory relationship between people and the natural and built environment. The built environment includes buildings, walkways and streets, and the natural environment includes features such as shorelines, canyons, mesas, and parks as they shape and are incorporated into the urban framework.



Each resident and visitor may perceive San Diego's aesthetic character differently, although there are several basic design elements that are commonly recognized by all. San Diego's distinctive character results from its natural setting, including beaches, bays, hills, canyons and mesas that allow the evolution of geographically distinct neighborhoods. The network of small human-scaled canyons creates a natural open space system that extends through many parts of the City. The topography and San Diego's year-round climate are ideal for outdoor pedestrian activity of all kinds.

There are several urban design principles relating to the existing City form and a compact and environmentally sensitive pattern of development envisioned in the City of Villages strategy. These principles are identified below to provide a framework for the goals of the Urban Design Element:



- Contribute to the qualities that distinguish San Diego as a unique living environment;
- Build upon our existing communities;
- Direct growth into commercial areas where a high level of activity already exists; and
- Preserve stable residential neighborhoods.

The Urban Design Element addresses urban form and design through policies that respect San Diego's natural environment, work to preserve open space systems, and target new growth into compact villages. Urban form and how it functions becomes increasingly important as increases in density and intensity occur over time. The urban design principles established in this element are intended to help achieve an identity for the City as a whole while encompassing its physical, social and cultural diversity. A higher overall quality of urban design is another fundamental goal. Urban design applies at multiple levels from citywide to community to neighborhood and ultimately to individual projects. Urban design is a process to foster quality in the built and natural environment as the City of San Diego changes.

Urban Design Element policies help support and implement land use and transportation decisions, encourage economic revitalization, and improve the quality of life in San Diego. Ultimately, the General Plan's Urban Design Element influences the implementation of all elements of the General Plan and community plans as it establishes goals and policies for the pattern and scale of development and the character of the built environment. The urban design policies will be further supplemented with site-specific community plan recommendations.

Economic Prosperity Element

Purpose

To increase wealth and the standard of living of all San Diegans with policies that support a diverse, innovative, competitive, entrepreneurial, and sustainable local economy.



The structure of San Diego's economy influences the City's physical development and capacity to fund essential services. A strong economy creates wealth that makes continued investment in, and maintenance of, San Diego's infrastructure possible. Over the past several decades the structure of the City's economy has shifted from a production-based economy to one that is increasingly based on creativity and innovation. The Economic Prosperity Element seeks to help create an environment that fosters this creativity and allows San Diego to better compete in the regional, national, and global economic setting. The element links economic prosperity goals with land use



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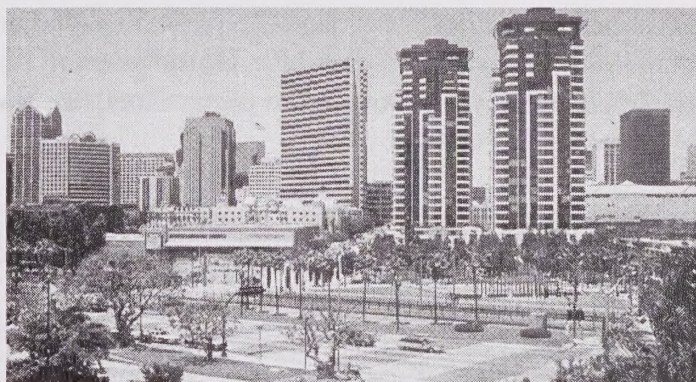
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distribution and employment land use policies. The element also expands the traditional focus of a general plan to include economic development policies that have a less direct effect on land use. These include policies aimed at supporting existing and new businesses that reflect the changing nature of industry, creating the types of jobs most beneficial to the local economy, and preparing our workforce to compete for these jobs in the global marketplace. The element also describes how the formation of redevelopment project areas can be used to help implement community goals.

Employment Lands

San Diego's economic base is primarily composed of industries in the technological and professional services, manufacturing, visitor industries, national security, and international trade sectors. These "base sector" industries bring new wealth into San Diego by exporting goods, services, and intellectual property. Base sector industrial uses such as manufacturing, research and development, and support uses are especially desirable as they provide middle-income employment opportunities and good wages. Non-base sector uses include public sector uses, commercial services, and retail trade to residents. These uses provide essential services and jobs for residents and are encouraged to locate in village and subregional employment areas. Non-base sector uses are directly proportionate to the size of the population and strength of the economic base; they cannot expand beyond the capacity of the economic base on which they are dependent.

The General Plan includes the following approaches to encouraging base sector industrial uses to remain, locate, and expand in San Diego:

- **Community Plan Land Use Designations.** A range of community plan industrial land use designations are provided to protect industrial lands through varying degrees of limitations on non-industrial uses.
- **Prime Industrial Lands.** Prime industrial lands are employment areas that support base sector industries. The Industrial and Prime Industrial Land Identification Map (see Economic Prosperity Element, Figure EP-1) identifies the City's existing industrially-designated land and the subset of these lands that are identified as Prime Industrial Lands. Residential and most non-industrial uses are not permitted within "prime" areas in order to protect base sector uses from potential land use conflicts and to maintain capacity for base sector industry growth.
- **Business Incentives.** City incentives programs are to be monitored and updated so that they offer increased benefits to projects and industries that have a demonstrated potential of providing middle-income jobs, and contributing to community revitalization.



Having an adequate supply of workforce housing is also an important factor in meeting the needs of businesses in San Diego. The City of Villages strategy encourages higher-density housing to be located in or near certain employment areas and village centers to better link jobs, housing and transportation. This integration of uses is encouraged in areas outside of the Prime Industrial Lands (based on an analysis of area characteristics) to help meet the City's workforce housing needs. The Housing Element contains more detailed goals and strategies to increase the supply and affordability of housing in San Diego.

Economic Opportunities and Investments

The Economic Prosperity Element promotes economic opportunity for all segments of the population and development of workforce skills consistent with an evolving local economy. This element of the General Plan includes policies to help the private sector create jobs for local residents, encourage career ladders and benefits for service sector employment, and to help increase access to education and training to meet today's business needs.

Additional policies are designed to encourage community revitalization through improving access to regional and national sources of public and private investment, to target infrastructure development to support economic prosperity, and to leverage the redevelopment process in certain communities.

While this element establishes economic prosperity goals and policies, it also calls for the periodic preparation and more frequent updates of the City's Economic Development Strategic Plan. The strategy will identify and monitor those San Diego industries that are growing and are globally competitive. It will also translate policies into more specific programs and near- to mid-term actions, in response to changes in the global economy.

The achievement of economic prosperity goals also relies on policies in the Land Use and Community Planning Element to appropriately designate land for economic development, the Mobility Element to provide a link between housing and jobs, and the Public Facilities, Services and Safety Element to address the development of regional facilities needed to reinforce the viability of our industrial areas.





Public Facilities, Services, and Safety Element

Purpose

To provide the public facilities and services needed to serve the existing population and new growth.

Providing adequate public facilities to serve the City's current and future population continues to be a great challenge. The Public Facilities, Services, and Safety Element (Public Facilities Element) responds to this challenge through policies that address public financing strategies, public and developer financing responsibilities, prioritization, and the provision of specific facilities and services that must accompany growth. The policies within the Public Facilities Element also apply to transportation, and park and recreation facilities and services.

The 1979 Progress Guide and General Plan (1979 General Plan) established a growth management program to address the rapid growth on the periphery of the City, and the declining growth trend in the central areas of the City. The plan sought to revitalize the central business district, and phase growth and development in outlying areas in accordance with the availability of public facilities and services.



In 1979, the City was divided into three "tiers:" "Urbanized," "Planned Urbanizing," and "Future Urbanizing." The Planned Urbanizing areas consisted of newly developing communities where development was required to "pay its own way" through the use of Facilities Benefit Assessments (FBAs), or other financing mechanisms. Growth was encouraged in urbanized communities, with the assumption that General Fund (public) capital improvement expenditures would be provided in those areas. Over time, the FBAs were largely successful in providing facilities in the then-developing communities, but the General Fund fell short in meeting the public facilities needs of urbanized communities. In addition, the City's Development Impact Fee (DIF) program for the funding of public facilities in urbanized communities was not adopted until 1987.



The 2002 Strategic Framework Element identified the facilities deficit in urbanized communities, and reaffirmed the need to address existing and future public facility and service needs in those areas and throughout the City. The Strategic Framework Element was also the catalyst for an effort to identify and map certain existing facilities in each of the City's community planning areas.

Facilities Financing

Financing Strategy. As the majority of San Diego's communities are now primarily urbanized, the General Plan provides a multi-faceted facilities financing strategy framework to address existing needs, provide adequate facilities to support infill development, and plan for the ongoing need to fund operations and maintenance throughout the City.

Key points of the General Plan financing strategy are that:

- The City and current population base are responsible for funding existing facilities deficiencies;
- Funding for existing public facilities deficiencies will come through diverse funding resources; and
- New development will pay its proportional fair-share of public facilities costs.

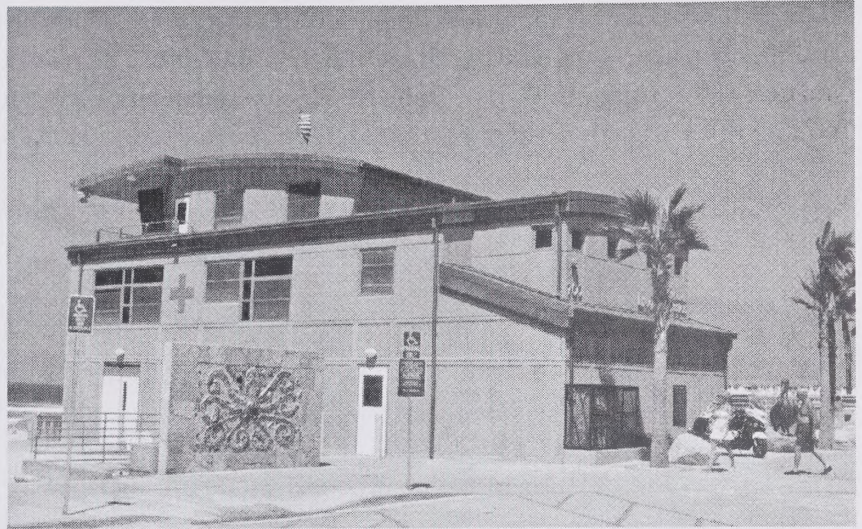
The element identifies a menu of financing options that could be implemented in order for the City to meet its responsibility to correct existing public facilities deficiencies. To supplement the General Plan, a more detailed strategy to identify specific mechanisms for financing various facility types in targeted geographic areas will be prepared and updated more frequently as needs are reassessed and new mechanisms are developed.

Other implementation actions include anticipated amendments to the City's DIF methodology and public facilities financing plans. Under impact fee methodologies in place as of 2006, fees collected did not keep pace with escalating facility needs and costs, and were intended to only fund a proportional share of new facilities. It is expected that DIFs will need to be applied in more communities in the future as areas developed as planned urbanizing communities in the past experience infill development that was not anticipated in their FBAs.





Prioritization. The General Plan establishes the framework for an objective and systematic approach to prioritizing the financing of public facilities. The aim is to strengthen the relationship between the City's General Plan and annual Capital Improvements Program (CIP), to maximize efficiencies in the annual allocation of capital resources, and to implement the City of Villages strategy. Policies



call for the City to use a standardized approach to facility prioritization that includes: identifying relevant criteria, evaluating projects based on that criteria, and producing a prioritized list of projects by facility type. Community plan conformance and preferences are to be a part of the prioritization process.

Evaluation of Growth, Facilities, and Services. In evaluating new growth, the General Plan requires new development to mitigate its impacts and avoid making facility deficits worse. Key policies require development proposals to fully address impacts to public facilities and services, and require projects that necessitate a community plan amendment due to increased densities to provide or help fund physical improvements that benefit the affected community planning area. In addition, General Plan policies call for the establishment of a centralized development monitoring system and for the maintenance of up-to-date public facilities financing plans to guide the provision of public facilities.

Facilities Guidelines

The General Plan provides policies to guide the provision of a wide range of public facilities and services, as summarized on Table SF-1, Public Facilities and Services Topics.



Table SF-1
Public Facilities and Services Topics

Facility Type	Topics Addressed in Policies
Fire-Rescue	• Response time objectives for fire and emergency medical services • Annual emergency incident volume to evaluate impacts on services
Police	• Average response time goals for various priority calls • Guidelines for evaluating when additional resources are needed to maintain service levels
Wastewater	Wastewater treatment and disposal services, and infrastructure planning
Storm Water Infrastructure	• Storm water conveyance system • Storm water facility and service demands
Water Infrastructure	Water supply and infrastructure (see Conservation Element regarding water conservation)
Waste Management (including recycling)	Waste collection, reduction, recycling, and disposal
Libraries	Library planning and design guidelines
Schools	Coordination with districts on school design, location, and joint-use
Information Infrastructure	Integrated information infrastructure system
Public Utilities	• Collaboration with regional public utility providers in the planning and provision of their services and facilities • Consideration of utility investments in potential village areas
Regional Facilities	Planning and implementation of regional facilities and infrastructure investments
Healthcare Services and Facilities	• Participation with healthcare providers in facilities siting decisions • Integration with the City's growth strategy
Disaster Preparedness	• Preparation for man-made and natural disasters • Plans for restoration of municipal services
Seismic Safety	Seismic, geologic, and structural considerations in the built environment to protect health and safety



Recreation Element

Purpose

To preserve, protect, acquire, develop, operate, maintain, and enhance public recreation opportunities and facilities throughout the City for all users.

The City of San Diego has over 38,930 acres of park and open space lands that offer a diverse range of recreational opportunities. The City's parks, open space, trails, and recreation facilities annually serve millions of residents and visitors and play an important role in the physical, mental, social, and environmental health of the City and its residents. Parks can improve the quality of life by strengthening the body and assisting in maintaining physical well-being. Mental and social benefits include providing visual relief from urban development, passive recreational opportunities that refresh the mind and provide opportunities for social interaction, and healthy activities for youth. Park and open space lands benefit the environment by providing habitat for plants and animals, and space for urban runoff to percolate into the soil, while also serving to decrease the effects of urban heat islands. In addition, the City park system supports San Diego's tourism industry, and enhances the City's ability to attract and retain businesses.





San Diego's environment, its coastal location, temperate climate, and diverse topography, contribute to creating the City's first-class recreation and open space system for San Diego's residents and visitors. The goals and policies of the Recreation Element have been developed to take advantage of the City's natural environment and resources, to build upon existing recreation facilities and services, to help achieve an equitable balance of recreational resources, and to adapt to future recreation needs.

It has become an increasing challenge to meet the public's park and recreational needs as resident and visitor populations grow and the availability of vacant land decreases. The City faces increased demand on existing park lands and an inequitable distribution of parks citywide. The problems are especially acute in the older, urbanized communities. The Recreation Element contains policies to address these challenges and to work toward achieving a sustainable, accessible, and diverse park and recreation system.

The City's Parks and Open Space System

The City of San Diego provides three categories of parks and recreation for residents and visitors: population-based, resource-based, and open space. These three categories of recreation, including land, facilities and programming, constitute the City of San Diego's municipal park and recreation system.

- Population-based parks (commonly known as Neighborhood and Community parks), facilities and services are located in close proximity to residential development and are intended to serve the daily needs of neighborhoods and communities. When possible, they adjoin schools in order to share facilities, and ideally are within walking distance of many residences within their service area.
- Resource-based parks are located at, or centered on, notable natural or man-made features (beaches, canyons, habitat systems, lakes, historic sites, and cultural facilities) and are intended to serve the citywide population, as well as visitors.
- Open space lands are City-owned land located throughout the City consisting of canyons, mesas, and other natural landforms. This open space is intended to preserve and protect native plants and animals, while providing public access and enjoyment through use of hiking, biking, and equestrian trails.



Park and Recreation Guidelines

The Recreation Element provides policies to guide the City's vision and goals for park and recreation facilities citywide and within individual communities. It provides guidelines for the provision of population-based, resource-based, and open space parks and calls for the preparation of a comprehensive Parks Master Plan. Recreation Element policies also: support joint use and cooperative agreements, and protection and enjoyment of the City's canyonlands; introduce the concept of providing "equivalent" recreation facilities and infrastructure in constrained areas; and call for implementation of a financing strategy to better fund park facility development and maintenance.

Population-based parks are to be provided at a minimum ratio of 2.8 usable acres per 1,000 residents. Some of San Diego's newer communities come close to meeting this standard, but communities that were developed prior to the introduction of this ratio in the 1979 General Plan fall well short of this goal. It is difficult to acquire parklands in already-developed communities due to the cost of land and the desire to avoid displacement of existing land uses. In recognition of the City's land constraints, it is proposed that some of the 2.8 acres could be satisfied through the provision of equivalent recreation facilities. The proposed Parks Master Plan will develop and define criteria on how equivalent standards would be measured and applied.

Parks Master Plan

The Recreation Element calls for the preparation of a citywide Parks Master Plan that will establish a citywide parks network; inventory and evaluate all City park lands, recreational uses, facilities, and services; set priorities for protection and enhancement of existing park and recreation assets; develop implementation strategies to meet community needs; address inequitable access to recreational resources; and establish the basis for a sound financing mechanism to develop, enhance and maintain the City's park network and recreational resources.

Park Financing

In addition to facing land constraints, the City has been continually challenged with financial constraints regarding park development, maintenance and operations. Therefore, it is essential that new parks and recreation facilities, and improvements to existing parks and facilities, be designed and constructed to ensure their intended use with minimal funding for maintenance or upgrades during the expected useful life of the facility. Sustainable development features include the application of water and energy conservation measures, "green" building technology, low-maintenance plantings, and design that is sensitive to local environmental conditions and can help reduce long-term costs (see also the Conservation Element, Section A).



The key to providing increased recreation opportunities on a long-term basis is to identify and ensure adequate financing for park development, maintenance and staffing. The Recreation Element calls for the City to collect land and/or appropriate park fees for population-based park and recreation facilities to serve future residents.

The Recreation Element is interconnected to other elements of the General Plan. In particular, the Conservation Element provides additional policies for protecting and preserving our recreational natural resources, canyons, and open spaces, and the Public Facilities Element provides policies on public facilities financing, prioritizing, and development impact fees. Overall, the City of Villages strategy reinforces the importance of recreation as an essential quality-of-life factor that needs to be integrated into every community.

Conservation Element

Purpose

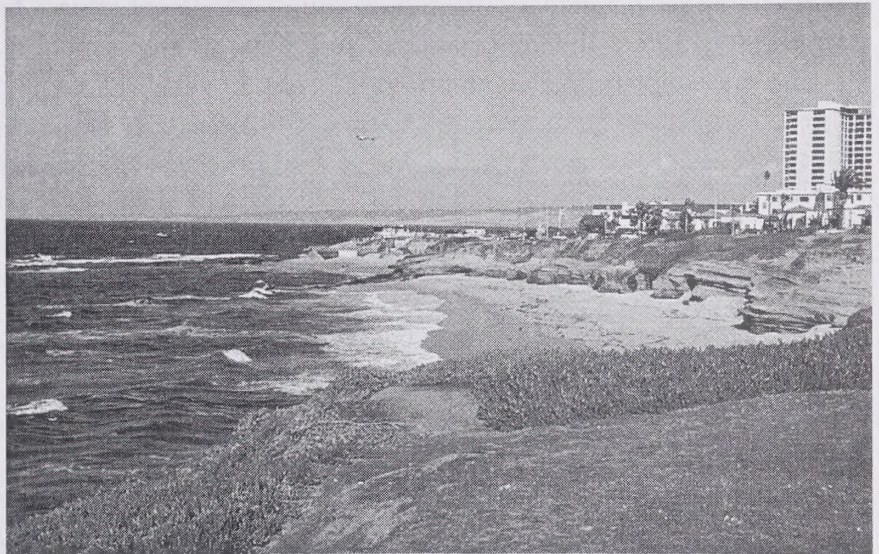
To become an international model of sustainable development and conservation. To provide for the long-term conservation and sustainable management of the rich natural resources that help define the City's identity, contribute to its economy, and improve its quality of life.

Conservation is the planned management, preservation, and wise utilization of natural resources and landscapes. The Conservation Element contains policies to guide the conservation of resources that are fundamental components of San Diego's environment, that help define the City's identity, and that are relied upon for continued economic prosperity. San Diego's resources include, but are not limited to: water, land, air, biodiversity, minerals, natural materials, recyclables, topography, views, and energy. Over the long term, conservation is the most cost-effective strategy to ensure that there will be a reliable supply of the resources that are needed now and in the future.

The City of Villages strategy to direct compact growth in limited areas that are served by transit is, in itself, a conservation strategy. Compact, transit-served growth is an efficient use of urban land that reduces the need to develop outlying areas and creates an urban form where walking, bicycling, and transit are more attractive alternatives to automobile travel. Reducing dependence on automobiles reduces vehicle miles traveled which, in turn, lowers greenhouse gas emissions. Additionally, it improves water quality by decreasing automobile-related oil and gas leaks that pollute water bodies throughout the City.



Climate change is a growing concern for cities around the world. The burning of fossil fuels, such as coal and gasoline, as well as deforestation and other human activities are changing the composition of the atmosphere, causing concentrations of greenhouse gases such as carbon dioxide, nitrous oxide, and methane to increase significantly. The City of San Diego has taken steps to address climate change impacts at a local level. The City organization has continued to reduce its share of greenhouse gas emissions through fuel efficiency, energy conservation and the use of renewable energy, and the use of methane gas (biogas) to generate electricity, and continues to investigate additional steps that can be taken to help reduce greenhouse gas emissions, identify adaptation goals, and curb the impact of climate change at a local level. Refer to the Conservation Element, Table CE-1, Issues Related to Climate Change Addressed in the General Plan, for a comprehensive list of policies related to climate change issues.



Sustainable development is development which respects the balance and relationship between economy, ecology, and equity. The City is implementing sustainable development policies that will reduce its environmental footprint, including: conserving resources, following sustainable building practices, reducing greenhouse gas emissions, and encouraging clean technologies. In sustainable development practices, economic growth is closely tied with environmental, "clean," or "green" technologies and industries. San Diego is well positioned to become a leader in clean technology industries due to its highly qualified workforce, world-class universities and research institutions, and established high technology industries. Clean technology industries demonstrate that environmental protection and economic competitiveness goals are aligned and mutually beneficial.

The Conservation Element reflects key goals contained in many other City and regional plans and programs and will help guide their future updates. The Conservation Element sets forth a citywide vision that ties these various natural resource-based plans and programs together using a village strategy of growth and development. It contains policies for sustainable development, preservation of open space and wildlife, management of resources, and other initiatives to protect the public health, safety and welfare.



Historic Preservation Element

Purpose

To guide the preservation, protection, restoration and rehabilitation of historical and cultural resources and maintain a sense of the City. To improve the quality of the built environment, encourage appreciation for the City's history and culture, maintain the character and identity of communities, and contribute to the City's economic vitality through historic preservation.

No city can hope to understand its present or to forecast its future if it fails to recognize its past. By tracing and preserving its past, a city can gain a clear sense of the process by which it achieved its present form and substance. San Diego's rich and varied historical and cultural resources include buildings, structures, objects, landscapes, districts, archaeological sites, and traditional cultural properties that possess historical, scientific, architectural, aesthetic, cultural, or ethnic significance. Although not always easily distinguishable, these resources, with their inherent ability to evoke the past, represent important aspects of the history of San Diego and the region, from the time before and during European contact with Native Americans to the recent past. The identification, evaluation, registration, and protection of these resources, and thereby the preservation of San Diego's past for its current and future residents, are the essential components of San Diego's historic preservation program.



The continuing challenge is to integrate effective historic preservation into the larger planning process. As future growth in San Diego shifts attention from building on open land to a focus on reinvestment in existing communities, there will need to be a continued effort to protect historical and cultural resources.

The City's commitment to historic preservation results in multiple economic benefits. It is widely recognized that where preservation is supported by local government policies and incentives, designation can increase property values and pride of place. Revitalization of historic downtowns and adaptive reuse of historic districts and buildings conserves resources, uses existing infrastructure, generates local jobs and purchasing, supports small business development and heritage tourism, and enhances quality of life and community character.



Noise Element

Purpose

To protect people living and working in the City of San Diego from excessive noise.

Noise at excessive levels can affect our environment and our quality of life. Noise is subjective since it is dependent on the listener's reaction, the time of day, distance between source and receptor, and its tonal characteristics. At excessive levels, people typically perceive noise as being intrusive, annoying, and undesirable.

The most prevalent noise sources in San Diego are from motor vehicle traffic on interstate freeways, state highways, and local major roads generally due to higher traffic volumes and speeds. Aircraft noise is also present in many areas of the City. Rail traffic and industrial and commercial activities contribute to the noise environment.



The City is primarily a developed and urbanized city, and an elevated ambient noise level is a normal part of the urban environment. However, controlling noise at its source to acceptable levels can make a substantial improvement in the quality of life for people living and working in the City. When this is not feasible, the City applies additional measures to limit the affect of noise on future land uses, which include spatial separation, site planning, and building design techniques that address noise exposure and the insulation of buildings to reduce interior noise levels.

The Noise Element provides goals and policies to guide compatible land uses and the incorporation of noise attenuation measures for new uses to protect people living and working in the City from an excessive noise environment. This purpose becomes more relevant as the City continues to grow with infill and mixed-use development consistent with the Land Use and Community Planning Element.

Housing Element

Purpose

To create a comprehensive plan with specific measurable goals, policies and programs to address the City's critical housing needs.

San Diego faces a severe housing affordability crisis. Not only are low-income people and special needs populations having difficulty finding adequate affordable housing, but now many middle-income people are finding it difficult to remain in San Diego due to the high cost of housing. The Housing Element identifies and analyzes the City's housing needs, establishes reasonable goals, objectives and policies based on those needs, and sets forth a comprehensive five-year program of actions to achieve, as fully as possible, the identified goals and objectives. The Housing Element includes objectives, policies and programs for the following five major goals:



- Provision of an adequate site inventory and new construction capacity;
- Maintenance and conservation (including preservation of existing low-income housing and rehabilitation of existing housing stock);
- Reduction of governmental constraints that are no longer necessary;
- Provision of affordable housing opportunities; and
- Implementation of administrative goals (including fair share and community balance, use of redevelopment set-aside funds, reduction of housing discrimination, and energy conservation).



The Housing Element is intended to assist with the provision of adequate housing to serve San Diegans of every economic level and demographic group.

State law directs that a Housing Element shall be updated at five-year intervals, "consist of standards and plans for the improvement of housing and for the provision of adequate sites for housing," and "make adequate provision for the housing needs of all segments of the community." The Housing Element is provided under separate cover from the rest of the General Plan due to the need for frequent Housing Element updates, and to facilitate compliance with the state reporting requirements. It must remain consistent with the other elements of the General Plan and incorporate the City of Villages strategy as one of the key components of the City's housing strategy.

Implementation

Action Plan

The General Plan provides a broad range of citywide policies that affect land development and overall quality of life. General plan policies are statements that guide decision making and are adopted by City Council resolution. Policies differ from Land Development Code regulations which contain specific, enforceable standards and are adopted by ordinance. The policies within the City of San Diego's General Plan provide a framework to guide the physical development of the City and will be used to: guide community plan updates; review discretionary permits; and provide direction for public projects, master and redevelopment plans, and other implementation programs. As projects and future implementation actions are reviewed, individual actions are to be deemed consistent with the General Plan if, considering all its aspects, it will further the goals and policies of the plan and not obstruct their attainment.

The State of California General Plan Guidelines (2003) indicate that a general plan is typically implemented through zoning, subdivisions, and capital improvements. In the City of San Diego, General Plan policies are also implemented through community plan recommendations and actions. In addition, there are many specific actions or programs that the City initiates or completes consistent with General Plan direction. In order to identify and monitor a wide variety of actions found within the General Plan, community plans, and beyond, the City has created the General Plan Action Plan (Action Plan). The Action Plan is a companion item to the General Plan which identifies action items intended to implement General Plan policies. The Action Plan will be updated, as needed, to indicate implementation progress, identify new initiatives designed to implement General Plan policies, or reflect shifting priorities over time. Upon City Council approval of a General Plan Action Plan, the Action Plan will be deemed incorporated into the General Plan by reference. However, because an implementation measure, by its nature, must be consistent with what it is implementing, Action Plan items that are updated or changed and remain consistent with the General Plan are not



amendments to the General Plan. Changes to implementing actions will be 'tracked' to assure a clear record is maintained. In addition, a Mitigation, Monitoring, and Reporting Program (MMRP) has been prepared and is incorporated by reference in the General Plan.

Because San Diego is a large and diverse city, the General Plan relies upon the community plans (legally recognized as a part of the Land Use and Community Planning Element) to provide community-specific policies and recommendations. While community plans are in the process of being updated, there may be instances where the policies of the community plan and General Plan are not fully aligned. However, there are no land use or zoning inconsistencies between the General Plan and any given community plan because the General Plan does not change community plan land use designations. The community plans are the final arbiter on issues of land use, density, and intensity. The General Plan and community plans are to play complementary roles to ensure that quality of life is maintained, essential community character is respected, and that public facilities are provided.

The City's adopted land use plans set the framework for the implementing regulations found in the Land Development Code. Despite that state law exempts charter cities from the zoning consistency requirement, it is the City of San Diego's practice to apply zoning that is consistent with community plan land use designations to ensure their implementation. Zoning is one of the primary plan implementation measures. As the California General Plan Guidelines state, "the success of a general plan, and in particular the land use element, rests in part upon the effectiveness of a consistent zoning ordinance in translating the long-term objectives and policies contained in the plan into everyday decisions." Zoning will be reviewed and changed as appropriate, especially at the time of a community plan update or amendment, to assure that revised land use designations or newly-applicable policies and recommendations can be implemented. New zoning options may be developed to better implement plan recommendations. Plan recommendations may also be implemented through subdivisions, in accordance with the Subdivision Map Act.

Additional implementation programs are referenced in more detail in the elements of the General Plan and Action Plan. Major implementation initiatives include the Public Facilities Financing Strategy, Economic Development Strategic Plan, Parks Master Plan, and other master plans and strategies. Master plans and strategies offer more in-depth analysis and implementation actions associated with their topic areas than is desirable in the General Plan. However, the formation or amendment of such plans will be evaluated against the policies of the General Plan. There are also specific legislative, regulatory, administrative, and collaborative implementation actions that will be needed. The General Plan and the associated Action Plan will be monitored to measure its effectiveness in achieving goals. The General Plan Monitoring Report, initially prepared in 2004, measures progress through: 1) Action Plan item implementation tracking, 2) San Diego Sustainable Community Program Indicators, and 3) community economic indicators.



City Budget Process

Implementation of the General Plan is accomplished through a broad range of legislative and regulatory actions that are outlined in the Action Plan. Each policy in the General Plan corresponds with an Action Plan item which identifies the implementation tool, such as a community plan update, master plan, or modification to regulations and ordinances, to help implement the policy. Although the Action Plan provides anticipated timeframes for implementing plan policies, many of the work program items are dependent on budget decisions. A Five Year Financial Outlook (Outlook) was developed in 2007 and updated in 2008 to examine the City's long range fiscal condition and establish funding priorities over the next five years. In addition, the Outlook established the framework for the development of the City's Annual Budgets. Eight significant initiatives were identified that require immediate City attention and resources and these initiatives as well as core city services are reflected in the Annual Budgets. It is during the budget process that new programs or additional funding for existing programs is allocated for the upcoming year. The General Plan Action Plan will be monitored to track the progress of General Plan implementation measures and help inform the budget process.

City of Villages Strategy

The City of Villages strategy will continue to help meet the long-term needs of the City through the incremental redevelopment of aging buildings and sites. Some of the activity centers or districts that have village characteristics are currently experiencing demand for intensified use and have infrastructure or financing for infrastructure available. These areas could develop in accordance with the City of Villages strategy in the next few years through comprehensive development plans. Sites that are currently developed with other uses may be the villages of the future. Many of San Diego's communities already have districts of different scales with village-like neighborhoods that will continue to evolve. A common feature of all the villages will be the addition of vibrant public places and the increased ease of walking between residences, transit stops, public facilities, and basic commercial uses. An emphasis within villages will be on improving the overall walkability between local destinations through the provision of safe and convenient pedestrian connections, traffic calming measures, landscape, pedestrian-scale lighting, public plazas, wayfinding programs, and other measures. As the villages become more fully developed, their individual personalities will become more defined and their development patterns will become more varied and distinctive. Some of the villages may take on specialized functions that cannot be predicted at the present time.

The rate at which the City of Villages concept can be applied throughout the City will be determined largely by market demand, public support, and the rate at which infrastructure deficiencies can be remedied. Transit will be particularly crucial. As urban area transit service is improved, many potential village locations could begin to develop in accordance with the City of Villages concept.



However, even if transit deficiencies and other infrastructure needs are fully addressed in the next two decades, it is likely that the transition from the current auto-oriented pattern of development to a more diversified pattern built with transit- and pedestrian-orientation will take many years to be fully achieved. The current automobile-dominated urban development pattern in San Diego has occurred over several decades and the incremental land use and transportation changes sought will likely take almost as long to realize.

Another significant factor that will influence the pace at which the City of Villages strategy will be implemented is the rate of future population growth in the San Diego region. The pattern of development envisioned in the City of Villages strategy will not be affected by the rate of growth, but the number of villages, and the demand for development within individual villages, will be influenced in part by population growth pressures. A demographic trend that could influence implementation of the City of Villages strategy is the steadily increasing proportion of elderly among the City's population as the Baby Boom generation ages. Many elderly people are unable to, or choose not to drive as frequently. The creation of a more pedestrian- and transit-oriented urban pattern around village centers will provide more options to the elderly than the auto-oriented pattern of development that has prevailed in the past. Under the City of Villages strategy, many elderly may choose mixed-use, mixed-income neighborhoods that are accessible by transit or walking to a full-range of services and facilities.

It should also be noted that future environmental, political, and economic conditions, and other factors that cannot be predicted at the present time could affect the rate and scale of San Diego's growth and development

Conclusion

The General Plan is intended to provide an enlightened strategy for the future development of the City – a strategy that values the distinctiveness of our communities while recognizing that San Diego is a major metropolis. The plan builds upon what is good in San Diego's communities, protects the City's canyons and open spaces, strives for a sustainable use of resources, and seeks to preserve a high quality-of-life for future generations. The General Plan relies upon the community plans to provide the site-specific guidance that will lead to implementation of many of the General Plan policies, and the continued involvement of an engaged citizenry to monitor its implementation.

For the remainder of the adopted City of San Diego General Plan, please refer to the enclosed compact disc.

San Diego
California
1911

San Diego, California, 1911. The following is a list of the names of the persons who have been elected to the office of Mayor of the City of San Diego for the year 1911. The names are listed in alphabetical order of their surnames. The names of the persons who have been elected to the office of Mayor of the City of San Diego for the year 1911 are: [illegible text]

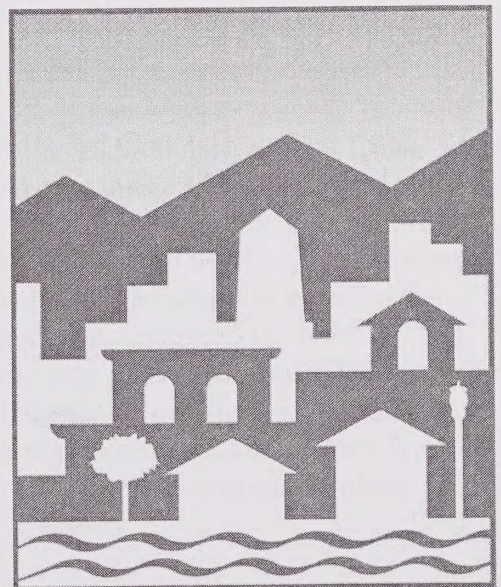
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THE CITY OF SAN DIEGO

Land Use and Community Planning Element





Land Use and Community Planning Element

Purpose

To guide future growth and development into a sustainable citywide development pattern, while maintaining or enhancing quality of life in our communities.

Introduction

The Land Use and Community Planning Element (Land Use Element) provides policies to guide the City of San Diego's growth and implement the City of Villages strategy within the context of San Diego's community planning program. The Land Use Element addresses land use issues that apply to the City as a whole. The community planning program is the mechanism to refine citywide policies, designate land uses, and make additional site-specific recommendations as needed. The



Land Use Element establishes the structure to respect the diversity of each community and includes policy direction to govern the preparation of community plans. The element also provides policy direction in areas including zoning and policy consistency, the plan amendment process, coastal planning, airport-land use planning, annexation policies, balanced communities, equitable development, and environmental justice.

Land Use - Present and Planned

Parks, open space, and recreation areas comprise nearly 28 percent of the existing land uses in the City. Residential acreage forms the next largest use of land, at nearly 24 percent of the total City acreage. Tables LU-1, Existing Land Uses, and LU-2, Adopted Community Plan Land Uses, summarize the City's acreage distribution in terms of existing uses and planned land use designations as they are grouped into seven General Plan land use categories (see also Section B). Existing uses represent those uses as they are currently developed throughout the City. Planned land uses are the recommended land use designations as identified in the adopted community plans. It should be noted that existing uses may not always match the planned land use designations for certain sites as specified in the adopted community plans. For example, a site may have agricultural uses on it while the planned land use designation calls for residential use. Existing uses may be located on sites with planned land use designations that allow other types of uses that have not yet been implemented in accordance with the adopted community plans.



TABLE LU-1 Existing Land Uses (May 2006)

General Plan Land Use Category	Existing Uses	
	Acres	% of Total
Agriculture	6,055	2.8
Commercial Employment, Retail, and Services	7,887	3.6
Industrial Employment	8,928	4.1
Institutional, Public and Semi-Public Facilities ¹	37,103	16.9
Multiple Use	--	--
Park, Open Space and Recreation ²	60,654	27.6
Residential	52,389	23.9
Roads / Freeways / Transportation Facilities ³	31,291	14.3
Water Bodies ³	6,932	3.2
Vacant ³	8,002	3.6
Total	219,241	100.0

1 This land use category includes 26,547 of existing acres of military use.

2 This land use category includes 2,578 acres of water bodies that are recreational areas and located within park and open space areas.

3 Not a General Plan land use category, however, it is included to provide an accurate account for total acreage in the City. Water bodies identified here are not for recreational purposes. Includes vacant undevelopable and potentially developable land.

Source: San Diego Association of Government's (SANDAG's) Regional Land Use Database

TABLE LU-2 Adopted Community Plan Land Uses (May 2006)

General Plan Land Use Category	Existing Uses	
	Acres	% of Total
Agriculture	3,809	1.7
Commercial Employment, Retail, and Services	5,475	2.5
Industrial Employment	12,278	5.6
Institutional, Public and Semi-Public Facilities ¹	37,184	17.0
Multiple Use	4,534	2.1
Park, Open Space and Recreation ²	62,692	28.6
Residential	55,842	25.5
Roads / Freeways / Transportation Facilities ³	30,495	13.9
Water Bodies ³	6,932	3.2
Vacant ³	—	—
Total	219,241	100.0

1 This land use category includes 26,547 of existing acres of military use.

2 This land use category includes 2,578 acres of water bodies that are recreational areas and located within park and open space areas.

3 Not a General Plan land use category, however, it is included to provide an accurate account for total acreage in the City. Water bodies identified here are not for recreational purposes.

Source: SANDAG's Regional Land Use Database



A review of Tables LU-1 and LU-2 reveal the following land use changes if planned land use designations are implemented in accordance with adopted community plans:

- Agriculture—which is currently mostly located in the extreme northern and southern portions of the City, will experience a decline.
- Multiple Use—this category will emerge within the central urbanized communities and downtown area. (Additional areas of multiple use development would be anticipated as community plans are updated and village sites are designated.)
- Residential—this category will experience the greatest increase in use.
- Industrial—these lands are mostly found in the northern and southern portions of the City where research and development, manufacturing, warehouse and distribution facilities have traditionally been established due to availability of large parcels of land and ease of access to major freeway corridors. A small increase in industrial land area would occur upon community plan implementation.
- Commercial Employment, Retail, and Services—these uses are evenly distributed throughout the City in order to address the commercial related needs of the various community planning areas, and will continue to be evenly dispersed in the City per adopted land use plans.
- Institutional, Public and Semi-Public Facilities—this category will experience the least amount of change, as the majority of lands designated for these types of facilities are being fully utilized to accommodate these uses.

Vacant land that is identified on Table LU-1 is comprised of lands considered to be developable (for example, stand alone parking lots not associated with a specific use), as well as undevelopable vacant land in the City.

**TABLE LU-3 Breakdown of Vacant Developable Land
in Terms of Existing Community Plan Land Use Designations (May 2006)**

General Plan Land Use Category Planned Land Uses	Vacant Developable Acres	% of Total
Commercial Employment, Retail, and Services	617	9.3
Industrial Employment	2,107	31.7
Institutional, Public and Semi-Public Facilities	702	10.6
Multiple Use	423	6.4
Residential	2,788	42.0
Total Acres (Vacant Developable)	6,756	100.0



Table LU-3, Breakdown of Vacant Developable Land, includes data specific to developable vacant land in the City and how it is designated per the adopted land use plans in order to allow for future growth and development. It shows that 43 percent of the total vacant developable land in the City is designated for residential uses while another 31 percent is designated for industrial related uses.

Since the majority of the City is developed, infill development and redevelopment will play an increasingly significant role in providing needed housing, jobs, and services in our communities. Guidance for how this development should occur is provided by the City of Villages strategy.

A. City of Villages Strategy

Goal

- ♦ Mixed-use villages located throughout the City and connected by high-quality transit.

Discussion

The City of Villages strategy is to focus growth into mixed-use activity centers that are pedestrian-friendly, centers of community, and linked to the regional transit system. The strategy draws upon the strengths of San Diego's natural environment, neighborhoods, commercial centers, institutions, and employment centers. The strategy focuses on the long-term economic, environmental, and social health of the City and its many communities. It recognizes the value of San Diego's distinctive neighborhoods and open spaces that together form the City as a whole. Implementation of the City of Villages strategy is an important component of the City's strategy to reduce local contributions to greenhouse gas emissions, because the strategy makes it possible for larger numbers of people to make fewer and shorter auto trips (see also Mobility Element, Introduction, and Conservation Element, Section A).

What is a Village?

A "village" is defined as the mixed-use heart of a community where residential, commercial, employment, and civic uses are all present and integrated. Each village will be unique to the community in which it is located. All villages will be pedestrian-friendly and characterized by inviting, accessible, and attractive streets and public spaces. These spaces will vary from village to village and may consist of: public parks or plazas, community meeting spaces, outdoor gathering spaces, passive or active open space areas that contain desirable landscape and streetscape design amenities, or outdoor dining and market activities. Individual villages will offer a variety of housing types and rents/prices. Over time, villages will be increasingly connected to each other by an expanded regional transit system. The village land use pattern and densities help make transit operate more efficiently, which in turn allows for improved and more cost effective transit services. The mix of land use should also include needed public facilities such as schools, libraries, or other community facilities as appropriate in each community.



Village Types and Mixed-Use Locations

Implementation of the City of Villages strategy relies upon the designation and development of village sites. The hierarchy of village types and development areas is described below.

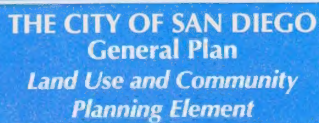
Downtown - Downtown San Diego has a unique role to play in the 21st century development of the San Diego region. In addition to being the administrative, legal, cultural, and entertainment center in the region, Downtown also offers the most convenient and extensive transit connections and has emerged as an exciting pedestrian environment. The Downtown Community Plan provides detailed site specific land use recommendations. Due to its unique role in the region, the Downtown community will continue to have a planning framework that is specialized to its context.

Subregional Employment Areas - Subregional Employment Areas are major employment and/or commercial districts within the region containing corporate or multiple-use office, industrial, and retail uses with some adjacent multifamily residential uses. Existing Subregional Districts include the Mission Valley/Morena/Grantville and University/Sorrento Mesa areas.

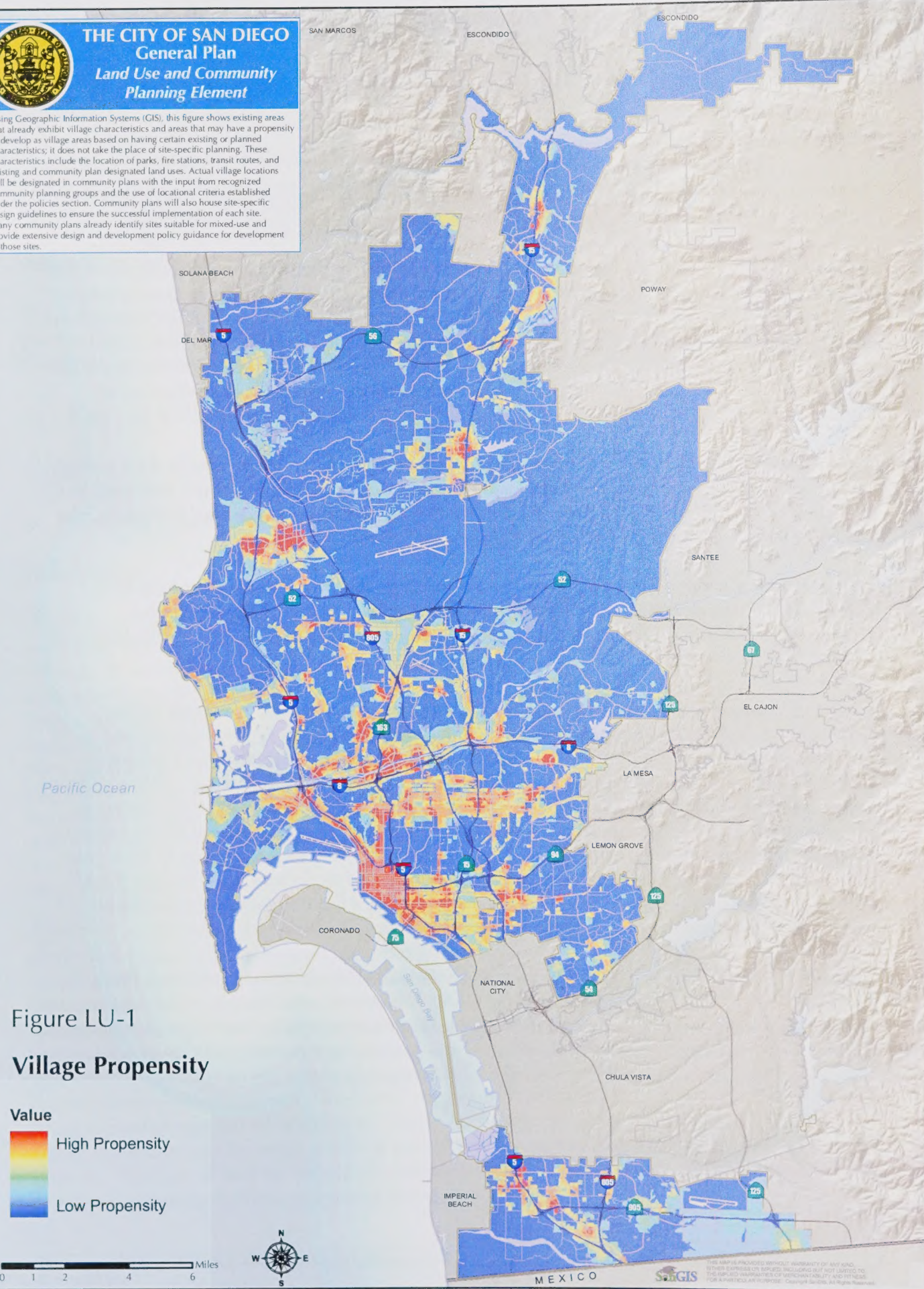
Urban Village Centers - Urban Village Centers are higher-density/intensity areas located in subregional employment districts. They are characterized by a cluster of more intensive employment, residential, regional and subregional commercial uses that maximize walkability and support transit.

Community and Neighborhood Village Centers - Community and Neighborhood Village Centers should be located in almost every community plan area. They are community- and neighborhood-oriented areas with local commercial, office, and multifamily residential uses, including some structures with office or residential space above commercial space. Village Centers will contain public gathering spaces and/or civic uses. Uses will be integrated to the maximum extent possible in order to encourage a pedestrian-oriented design and encourage transit ridership. Community and Neighborhood Village Centers range in size from just a few acres to more than 100 acres. Community Village Centers are intended to serve a larger area than Neighborhood Village Centers. Community Village Centers may also have a more significant employment component than a neighborhood village.

Transit Corridors - The City contains a significant number of linear commercial areas that are lively and vital, pedestrian-friendly, and home to a rich variety of small businesses, restaurants, and homes. They are located along streets and major roads and are served by higher frequency transit service. These transit corridors provide valuable new housing opportunities with fewer impacts to the regional freeway system because of their available transit service.



Using Geographic Information Systems (GIS), this figure shows existing areas that already exhibit village characteristics and areas that may have a propensity to develop as village areas based on having certain existing or planned characteristics; it does not take the place of site-specific planning. These characteristics include the location of parks, fire stations, transit routes, and existing and community plan designated land uses. Actual village locations will be designated in community plans with the input from recognized community planning groups and the use of local criteria established under the policies section. Community plans will also house site-specific design guidelines to ensure the successful implementation of each site. Many community plans already identify sites suitable for mixed-use and provide extensive design and development policy guidance for development of those sites.





Factors to consider when locating village sites include: community plan-identified capacity for growth, existing public facilities or an identified funding source for facilities, existing or an identified funding source for transit service, community character, and environmental constraints. Some of these factors, including the location of parks, fire stations, and transit routes, have been mapped as shown on Figure LU-1, the Village Propensity Map. This figure is based upon existing and community plan-designated land uses. By overlaying the facilities factors with the land uses, the Village Propensity Map illustrates existing areas that already exhibit village characteristics and areas that may have a propensity to develop as village areas. It is an illustrative tool, not a land use map; actual village locations will be designated in community plans with the input from recognized community planning groups and the general public. The methodology used for determining village propensity can be found in Appendix B, LU-1. Community plans will also contain site-specific design guidelines to ensure the successful implementation of each site.

Policies

Village Types and Locations

LU-A.1. Designate a hierarchy of village sites for citywide implementation.

- a. Affirm the position of Downtown San Diego as the regional hub by maintaining and enhancing its role as the major business center in the region and encouraging its continued development as a major urban residential center with the largest concentration of high-density multifamily housing in the region.
- b. Encourage further intensification of employment uses throughout Subregional Employment Districts. Where appropriate, consider collocating medium- to high- density residential uses with employment uses (see also Economic Prosperity Element).
- c. Designate Neighborhood, Community, and Urban Village Centers, as appropriate, in community plans throughout the City, where consistent with public facilities adequacy and other goals of the General Plan.
- d. Revitalize transit corridors through the application of plan designations and zoning that permits a higher intensity of mixed-use development. Include some combination of: residential above commercial development, employment uses, commercial uses, and higher density-residential development.

LU-A.2. Identify sites suitable for mixed-use village development that will complement the existing community fabric or help achieve desired community character, with input from recognized community planning groups and the general public.



- LU-A.3. Identify and evaluate potential village sites considering the following physical characteristics:
- Shopping centers, districts, or corridors that could be enhanced or expanded;
 - Community or mixed-use centers that may have adjacent existing or planned residential neighborhoods;
 - Vacant or underutilized sites that are outside of open space or community-plan designated single-family residential areas;
 - Areas that have significant remaining development capacity based upon the adopted community plan; and
 - Areas that are not subject to major development limitations due to topographic, environmental, or other physical constraints.
- LU-A.4. Locate village sites where they can be served by existing or planned public facilities and services, including transit services.
- LU-A.5. Conduct environmental review and focused study during the community plan update process, of potential village locations, with input from recognized community planning groups and the general public, to determine if these locations are appropriate for mixed-use development and village design.

Village Land Use Mix and Design

- LU-A.6. Recognize that various villages or individual projects within village areas may serve specific functions in the community and City; some villages may have an employment orientation, while others may be major shopping destinations, or primarily residential in nature.
- LU-A.7. Determine the appropriate mix and densities/intensities of village land uses at the community plan level, or at the project level when adequate direction is not provided in the community plan.
- a. Consider the role of the village in the City and region; surrounding neighborhood uses; uses that are lacking in the community; community character and preferences; and balanced community goals (see also Section H).
 - b. Achieve transit-supportive density and design, where such density can be adequately served by public facilities and services (see also Mobility Element, Policy ME-B.9). Due to the distinctive nature of each of the community planning areas, population density and building intensity will differ by each community. This can be attributed to each community's development patterns, household size, and population. SANDAG prepares and maintains long term demographic forecasts for population, housing, and employment. Each community plan contains existing and forecasted demographic data. As the recommended



community plan land use designations and implementing zoning are applied to each community during the community plan update process, associated population density and building intensity standards will be established.

c. Evaluate the quality of existing and planned transit service.

LU-A.8. Determine at the community plan level where commercial uses should be intensified within villages and other areas served by transit, and where commercial uses should be limited or converted to other uses.

LU-A.9. Integrate public gathering spaces and civic uses into village design (see also Urban Design Element, Policies UD-C.5 and UD-E.1).

LU-A.10. Design infill projects along transit corridors to enhance or maintain a "Main Street" character through attention to site and building design, land use mix, housing opportunities, and streetscape improvements.

LU-A.11. Design and evaluate mixed-use village projects based on the design goals and policies contained in the Urban Design Element.

B. General Plan Land Use Categories

Goal

- ♦ Land use categories and designations that remain consistent with the General Plan Land Use Categories as community plans are updated and/or amended.

Discussion

As of 2006, the City's community plans used approximately 160 different land use designations to plan for the intensity and distribution of land uses. However, many of these designations share similar definitions. To retain the diversity of plan land uses, while striving for citywide consistency in nomenclature, these 160 community plan designations have been grouped into 26 recommended community land use designations. For purposes of illustrating land use distribution at the citywide level, these 26 designations are further grouped into seven General Plan land use categories as follows: Parks, Open Space and Recreation; Agriculture; Residential; Commercial Employment, Retail, and Services; Industrial Employment; Institutional, Public and Semi-Public Facilities; and Multiple Use.

The General and Community Land Use Categories, Table LU-4, establishes the linkage between General Plan land use categories and a menu of 26 standardized community plan designations that are to be applied through the community plan process. Table LU-4 also includes descriptions, special considerations, and General Plan density ranges for each of the designations. These



standardized designations will be applied as community plans are updated or amended. Land uses such as those existing community plan designations that are not necessarily defined as a Village land use, but identified in the Multiple Use General Plan category, can be further tailored to meet community needs through specific recommendations in plan text and/or footnotes on a land use map to denote emphasis or to limit uses. The relationship between the 26 land use designations compared to the existing (2006) community plan land use designations can be found in Appendix B, LU-2. Standardized designations were developed so that, over time, community plans will share a common terminology, enabling better citywide land use analysis and measurement against regional programs.

Due to the distinctive nature of each of the community planning areas, population density and building intensity will differ by each community. This can be attributed to each community's development patterns, household size, and existing population. SANDAG prepares and maintains long-term demographic forecasts for population, housing, and employment. Each community plan contains existing and forecasted demographic data. As the recommended land use designations and implementing zoning are applied to each community during the community plan update process, associated population and building intensity standards will be established.

General Plan Land Use and Street System Map

The General Plan Land Use and Street System Map (see Figure LU-2) depicts the distribution of the General Plan land use categories and identifies the planned freeways, expressways, arterials, and collector streets needed to serve vehicular transportation demand resulting from the buildout of the City in accordance with this General Plan. The map is based upon a composite of the more detailed land use and circulation system maps adopted for each community. The land use categories depicted on this map are not precise enough to guide project level development; however, together they serve as a tool to assist in citywide and regional analysis. It will be the role of the community plans to refine General Plan goals and policies into site-specific recommendations that will guide the development of each community.



THE CITY OF SAN DIEGO General Plan Land Use and Community Planning Element

The General Plan Land Use Map depicts generalized land use within the City of San Diego. The information is a composite of the land use maps adopted for each of the community, specific, precise, subarea and park plan areas. It is intended as a representation of the distribution of land uses throughout the city; although consistent with, it is not a replacement or substitution for community or other adopted land use plans. Please refer to the relevant community or other adopted land use plan documents for more detail regarding planned land uses and land use planning proposals.

Figure LU-2
General Plan Land
Use and Street
System

Street System

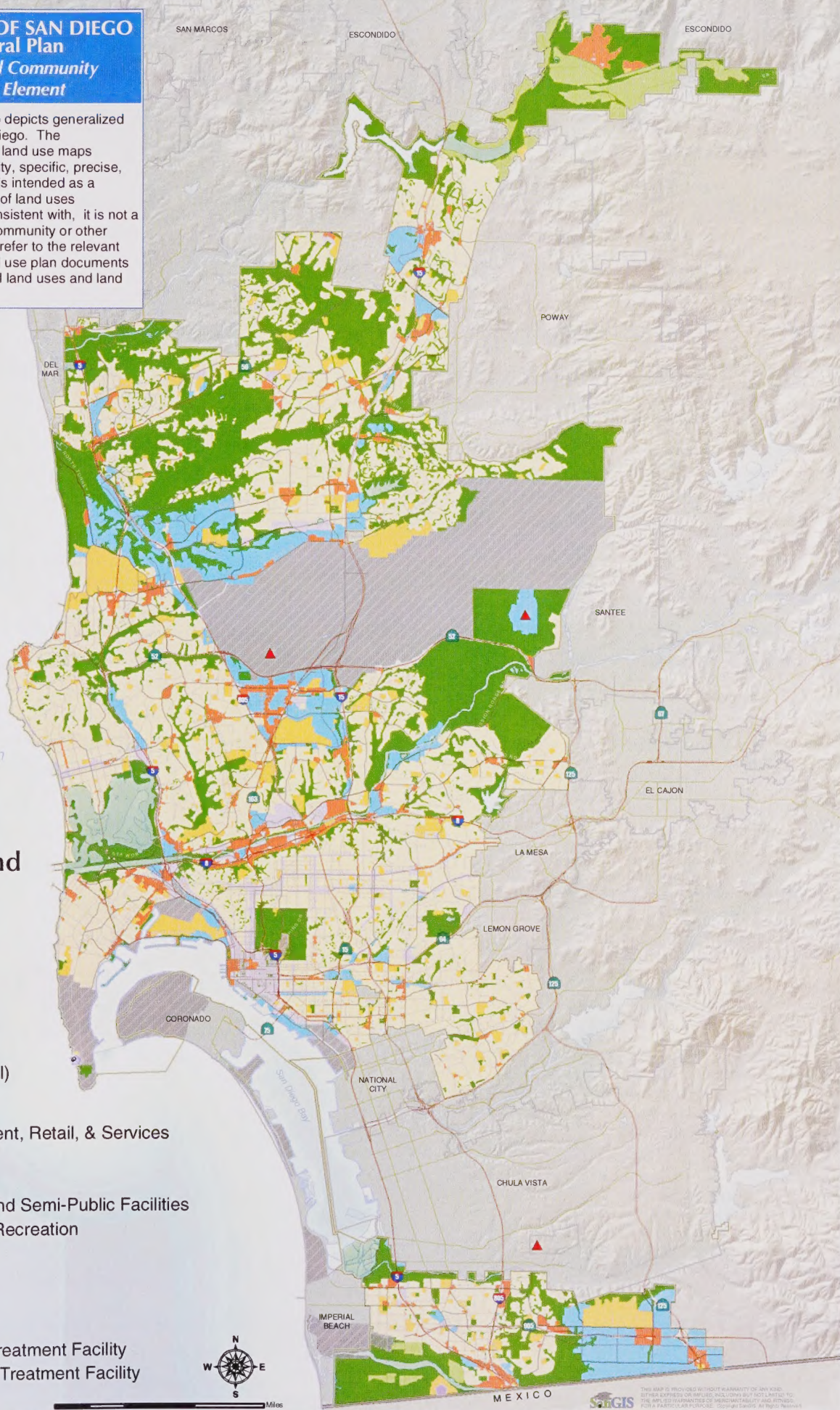
- Freeways
- Prime Arterials
- Major Arterials
- Collectors (local & rural)

General Plan Land Use

- Residential
- Commercial Employment, Retail, & Services
- Multiple Use
- Industrial Employment
- Institutional & Public and Semi-Public Facilities
- Park, Open Space, & Recreation
- Agriculture

Other Features

- Military Use
- Active Landfill
- Existing Wastewater Treatment Facility
- Proposed Wastewater Treatment Facility





Policies

- LU-B.1. Use the recommended Community Plan Designations identified on Table LU-4 so that over time, all community plans will use a common nomenclature to describe similar land uses and densities.
- a. Use community plan text and graphics to provide greater specificity than is provided on Table LU-4, as needed.
 1. Identify the lower and upper ends of the allowable density ranges in community plans, with environmental review.
 2. Allow community plans to analyze and define a more narrow residential density range within the ranges established on Table LU-4.
 3. Use icons to identify various types of institutional uses.
 4. Establish standards for population density and building intensity for each land use designation as community plans are updated.
- LU-B.2. Identify a more refined street system than is included in the General Plan Land Use and Streets Map through the community plan update and amendment process (see also Mobility Element, Section C).
- LU-B.3. Plan for and develop mixed-use projects where a site or sites are developed in an integrated, compatible, and comprehensively planned manner involving two or more land uses.



THE CITY OF SAN DIEGO
General Plan
Land Use and Community
Planning Element

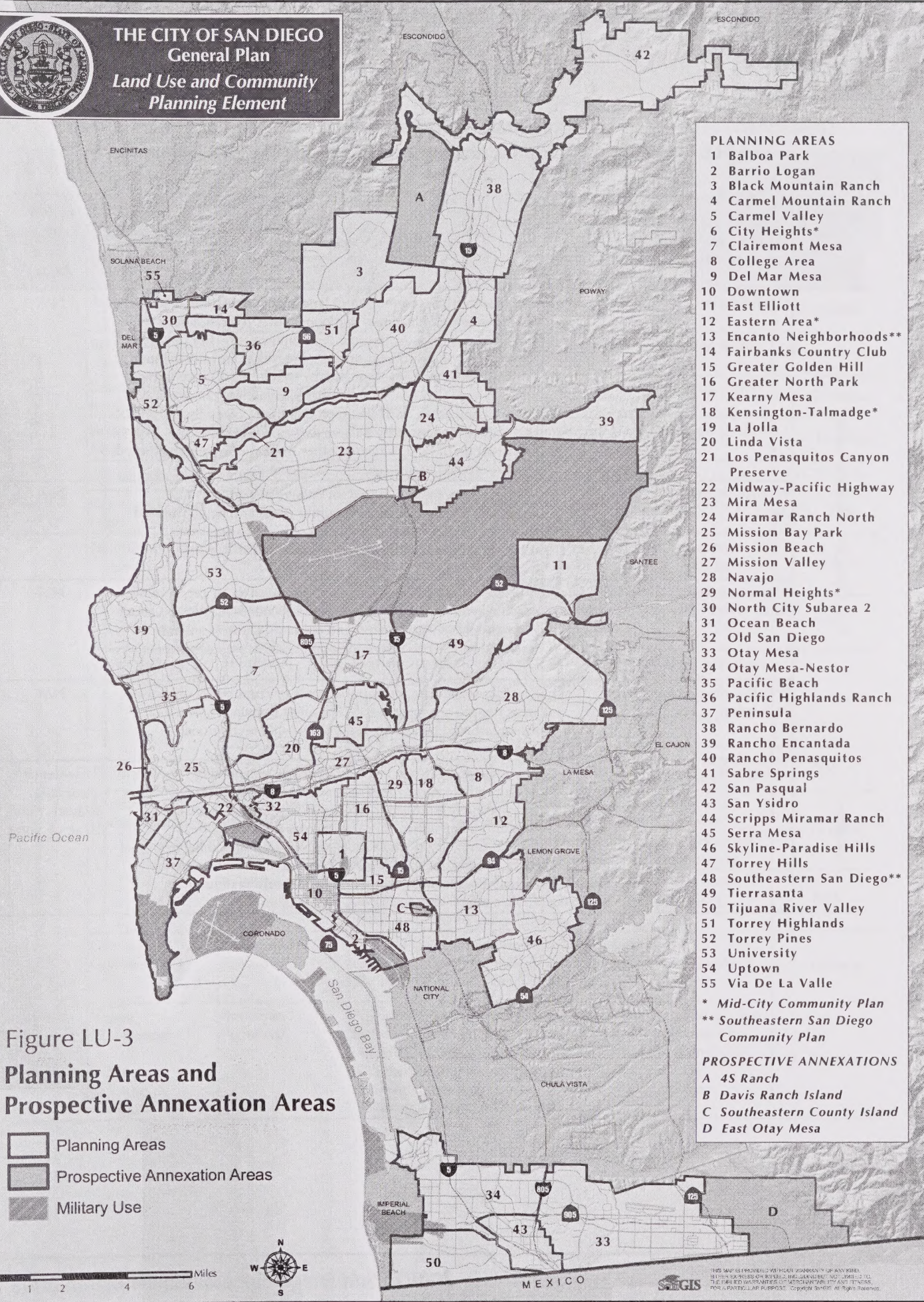




TABLE LU-4 General Plan and Community Plan Land Use Categories

General Plan Land Use	Recommended Community Plan Designation	Use Considerations	Description	General Plan Density Range (du/ac) ¹
Park, Open Space, and Recreation	Open Space	None	Provides for the preservation of land that has distinctive scenic, natural or cultural features; that contributes to community character and form; or that contains environmentally sensitive resources. Applies to land or water areas that are undeveloped, generally free from development, or developed with very low-intensity uses that respect natural environmental characteristics and are compatible with the open space use. Open Space may have utility for: primarily passive park and recreation use; conservation of land, water, or other natural resources; historic or scenic purposes; visual relief; or landform preservation.	N/A
	Population-based Parks	None	Provides for areas designated for passive and/or active recreational uses, such as community parks and neighborhood parks. It will allow for facilities and services to meet the recreational needs of the community as defined by the community plan.	N/A
	Resource-based Parks	None	Provides for recreational parks to be located at, or centered on, notable natural or man-made features (beaches, canyons, habitat systems, lakes, historic sites, and cultural facilities) and are intended to serve the citywide population as well as visitors.	N/A
	Private/Commercial Recreation	None	Provides for private recreational areas or commercial recreation areas that do not meet the definition of population-based or resource-based parks, but that still provide recreational opportunities.	N/A
Agriculture ¹	Agriculture	None	Provides for areas that are rural in character and very low-density or areas where agricultural uses are predominant. This designation is intended to accommodate a wide range of agriculture and agriculture-related uses such as: dairies; horticulture nurseries and greenhouses; raising and harvesting of crops; raising, maintaining and keeping of animals; separately regulated agriculture uses; and single dwelling units when applicable.	(Low-density residential estates) 1 du/10 ac - 1 du/ac



TABLE LU-4 General Plan and Community Plan Land Use Categories (continued)

General Plan Land Use	Recommended Community Plan Designation	Use Considerations	Description	General Plan Density Range (du/ac) ¹
Residential ¹	Residential - Very Low	None	Provides for single-family housing within the lowest-density range.	0 - 4 du/ac
	Residential - Low	None	Provides for both single-family and multifamily housing within a low-density range.	5 - 9 du/ac
	Residential - Low Medium	None	Provides for both single-family and multifamily housing within a low - medium-density range.	10 - 14 du/ac
	Residential - Medium	None	Provides for both single-family and multifamily housing within a medium-density range.	15 - 29 du/ac
	Residential - Medium High	None	Provides for multifamily housing within a medium-high-density range.	30 - 44 du/ac
	Residential - High	None	Provides for multifamily housing within a high-density range.	45 - 74 du/ac
	Residential - Very High	None	Provides for multifamily housing in the highest density range.	75+ du/ac
Commercial Employment, Retail, and Services ^{1,2,3}	Neighborhood Commercial	Residential Permitted	Provides local convenience shopping, civic uses, and services serving an approximate three mile radius. Housing may be allowed only within a mixed-use setting.	0 - 44 du/ac
		Residential Prohibited	Provides local convenience shopping, civic uses, and services serving an approximate three mile radius.	N/A
	Community Commercial	Residential Permitted	Provides for shopping areas with retail, service, civic, and office uses for the community at large within three to six miles. It can also be applied to Transit Corridors where multifamily residential uses could be added to enhance the viability of existing commercial uses.	0 - 74 du/ac
		Residential Prohibited	Provides for shopping areas with retail, service, civic, and office uses for the community at large within three to six miles.	N/A
	Regional Commercial	Residential Permitted	Serves the region, within five to 25-plus miles, with a wide variety of uses, including commercial service, civic, retail, office, and limited industrial uses. Residential uses may occur only as part of a mixed-use (commercial/residential) project.	0 - 74 du/ac
		Residential Prohibited	Serves the region, within five to 25-plus miles, with a wide variety of uses, including commercial service, civic, retail, office, and limited industrial uses.	N/A
	Office Commercial	Residential Permitted	Provides for office employment uses with limited, complementary retail uses. Residential uses may occur only as part of a mixed-use (commercial/residential) project.	0 - 44 du/ac
	Visitor Commercial	Residential Permitted	Provides for the accommodation, dining, and recreational uses for both tourists and the local population. This designation is intended for land located near employment centers and areas with recreational resources or other visitor attractions. Residential uses may occur only as part of a mixed-use (commercial/residential) project.	0 - 74 du/ac



TABLE LU-4 General Plan and Community Plan Land Use Categories (continued)

General Plan Land Use	Recommended Community Plan Designation	Use Considerations	Description	General Plan Density Range (du/ac) ¹
	Heavy Commercial	Residential Prohibited	Provides for retail sales, commercial services, office uses, and heavier commercial uses such as wholesale, distribution, storage, and vehicular sales and service. This designation is appropriate for transportation corridors where the previous community plan may have allowed for both industrial and commercial uses.	N/A
Institutional and Public and Semi-Public Facilities ⁴	Institutional	None	Provides a designation for uses that are identified as public or semi-public facilities in the community plan and which offer public and semi-public services to the community. Uses may include but are not limited to: airports, military facilities, community colleges, university campuses, landfills, communication and utilities, transit centers, water sanitation plants, schools, libraries, police and fire facilities, cemeteries, post offices, hospitals, park-and-ride lots, government offices and civic centers.	N/A
Multiple Use	Neighborhood Village	Residential Required	Provides housing in a mixed-use setting and convenience shopping, civic uses as an important component, and services serving an approximate three mile radius.	15 to 44 du/ac
	Community Village	Residential Required	Provides housing in a mixed-use setting and serves the commercial needs of the community-at-large, including the industrial and business areas. Integration of commercial and residential use is emphasized; civic uses are an important component. Retail, professional/administrative offices, commercial recreation facilities, service businesses, and similar types of uses are allowed.	30 to 74 du/ac
	Urban Village	Residential Required	Serves the region with many types of uses, including housing, in a high-intensity, mixed-use setting. Integration of commercial and residential use is emphasized; larger, civic uses and facilities are a significant component. Uses include housing, business/professional office, commercial service, and retail.	30+ du/ac (upper limit is to be determined by the adopted land use plan and associated implementing ordinances).
	Downtown	None	Provides a range of single and multiple uses in a setting of high intensity appropriate to downtown's unique role as the regional center. Integration of commercial, residential, civic, institutional, and open space uses is emphasized.	Density range to be determined by the adopted land use plan and associated implementing ordinances. ⁵



TABLE LU-4 General Plan and Community Plan Land Use Categories (continued)

General Plan Land Use	Recommended Community Plan Designation	Use Considerations	Description	General Plan Density Range (du/ac) ¹
Industrial Employment ^{1,2}	Scientific Research	Office Use Limited	Provides for activities limited to scientific research, product development and testing, engineering, and any other basic research functions leading to new product development with limited light manufacturing. Office uses, except corporate headquarters, are not permitted, except as accessory to the primary use or as direct support for scientific research uses. This designation would not permit storage and distribution uses.	N/A
	Technology Park	Office Use Limited	Allows high technology related to applied sciences, including: light manufacturing, research and development, corporate headquarters, and storage and distribution uses. This designation also allows office uses which provide administrative, sales, and service functions directly related to these high technology uses. It is appropriate to apply in light industrial areas with some office development.	N/A
	Business Park	Office Use Permitted	Allows office, research and development, and light manufacturing uses. This designation would not permit storage and distribution uses except as accessory to the primary use. It is appropriate to apply in portions of communities primarily characterized by single- and multi-tenant office development with some light industrial uses.	N/A
	Business Park-Residential	Office Use Permitted	Applies in areas where employment and residential uses are located on the same premises or in close proximity. Permitted employment uses include those listed in the Business Park designation. Multifamily residential uses are optional with the density to be specified in the community plan. Development standards and/or use restrictions that address health and compatibility issues will be included in future zones.	Residential densities are to be determined by the adopted land use plan and associated implementing ordinances.
	International Business and Trade	Office Use Permitted	Combines the uses permitted in both the Business Park and Light Industrial designations. Allows single- and multi-tenant office, research and development, light manufacturing, and storage and distribution uses. It is appropriate to apply in portions of communities adjacent to the border, other ports of entry, or areas in transition to higher intensity industries.	N/A
	Light Industrial	Office Use Limited	Allows a wider variety of industrial uses by permitting a full range of light manufacturing and research and development uses, and adding other industrial uses such as storage and distribution and transportation terminals. Multi-tenant industrial uses and corporate headquarters office uses are permitted. Otherwise, only limited office or commercial uses should be permitted which are accessory to the primary industrial use. Heavy industrial uses that have significant nuisance or hazardous effects are excluded.	N/A



TABLE LU-4 General Plan and Community Plan Land Use Categories (continued)

General Plan Land Use	Recommended Community Plan Designation	Use Considerations	Description	General Plan Density Range (du/ac) ¹
Industrial Employment ^{1,2} Continued	Heavy Industrial	Office Use Limited	Provides for industrial uses emphasizing base sector manufacturing, wholesale and distribution, extractive, and primary processing uses with nuisance or hazardous characteristics. For reasons of health, safety, environmental effects, or welfare these uses should be segregated from other uses. Non-industrial uses, except corporate headquarters, should be prohibited.	N/A

¹ Residential density ranges will be further refined and specified in each community plan. Residential densities may also be narrowed within the density ranges established for the Commercial Employment, Retail, and Services General Plan land use category in this table. Community plans may also establish density minimums where none are specified in the Commercial Employment, Retail, and Services General Plan Land Use category. Calculation of residential density is to be rounded to the nearest whole number if the calculation exceeds a whole number by 0.50 or more in most cases. In all other remaining instances, such as in the coastal areas, calculation of density is to be based on established policies and procedures. Whenever a plus (+) sign is identified next to a density number, the upper limit may be further specified in a community plan without causing the need for amending the General Plan, upon evaluation of impacts. For uses located within an airport influence area, the density ranges should be consistent with the Airport Land Use Compatibility Plan and Air Installation Compatible Use Zone study or steps should be taken to overrule the Airport Land Use Commission.

² Consult the Economic Prosperity Element for policies related to the commercial and industrial land use designations.

³ Commercial land use designations may be combined to meet community objectives.

⁴ Community plans will further define the specific institutional use allowed on a particular site.

⁵ The Downtown Community Plan provides building intensity standards.



C. Community Planning

Goals

- ◆ Community plans that are clearly established as essential components of the General Plan to provide focus upon community-specific issues.
- ◆ Community plans that are structurally consistent yet diverse in their presentation and refinement of citywide policies to address specific community goals.
- ◆ Community plans that maintain or increase planned density of residential land uses in appropriate locations.
- ◆ Community plan updates that are accompanied by updated public facilities financing plans.
- ◆ Community plans that are kept consistent with the future vision of the General Plan through comprehensive updates or amendments.

Discussion

Roles and Relationships - General Plan and Community Plans

The City has more than 50 planning areas, as illustrated on Figure LU-3, Planning Areas Map. The community planning program has a long and diverse history, with the earliest community plans being adopted in the 1960s. Each document is a unique reflection of the issues and trends facing the community and corresponding strategies to implement community goals.

Some planning areas have additionally benefited by the inclusion of even smaller area plans called "precise plans" or "specific plans." These plans were created to aid these areas due to unique characteristics or needs, or timing of development. They are also part of the General Plan and use of the term "community plan" in the General Plan includes these plans.

Community plans represent a significant and vital component of the Land Use Element since they contain more detailed land use designations and site-specific policy recommendations than is possible at the citywide level. This structure is necessary because of the City's diverse geography, development patterns, and cultural and ethnic communities, and other variations. The Housing Element (under separate cover) further characterizes the City's diverse communities into seven typologies: coastal, downtown, limited to military/environment, master-planned suburban, newer urban, pre World War II, and post World War II. These areas are identified in the Housing Element on Figure 5, Community Typologies. While the community plan addresses specific community needs, its policies and recommendations must be in harmony with other community plans, the overall General Plan, and citywide policies. Overall, the General Plan and community plans are intended to be used as a means to maintain or improve quality of life, and to respect the essential character of San Diego's communities.



In order to maintain consistency with the Housing Element of the General Plan and state housing law, community plans must continue to identify areas appropriate for both single-family and multifamily development, in new growth areas, as well as in already-developed areas where it may be appropriate to modify existing development patterns. Community plans are the vehicle for implementing state law pertaining to provision of housing opportunities, and meeting the City's housing needs and regional share goal. Regional share goals are determined for each local jurisdiction within the San Diego region by SANDAG. These goals are the projected share of regional housing needs for all income groups, calculated for each five-year Housing Element cycle. As community plans designate land uses and assign densities, they must preserve or increase planned capacity of residential land uses to ensure compliance with the City's regional share goal. Implementation of community-based goals may cause a shift in densities within or between community planning areas, but together they must maintain or increase overall housing capacity.

Preparation and Format of Community Plans

Community plans are to be updated on a regular basis. Community plans are to apply the land use designations discussed in Section B (see Table LU-4, General and Community Plan Land Use Categories) and provide community-specific designated land uses and on-the-ground recommendations that will make possible the implementation of community goals and the General Plan. In some communities, existing land use designations and implementing zoning may change as a result of the update process. As a result, established structures or uses that were in compliance with the applicable regulations at the time of their development may no longer comply with existing regulations. When this occurs, the community plans should provide direction on whether there are specific nonconforming structures or uses that could be retained or expanded without adversely affecting the community plan. The Land Development Code describes such uses or structures as "previously conforming" and includes procedures to address how they are regulated. Community plans must be structured to work in concert with the General Plan and to avoid redundancies between the documents. For example, the General Plan contains overall policies for public spaces, while the community plan would identify specific sites where the public space should be located. Community plans also provide the level of information and community-specific detail that is needed in order to review and assess proposed public and private development projects.

The Community Plan Preparation Manual is a companion document to the General Plan. The manual provides information on process, recommended timeline and steps necessary to carry out the preparation of a community plan. In addition, the manual includes a recommended table of contents with all the major headings or chapters that need to be addressed in the plan. Typically, a community plan will include an introduction or executive summary that addresses the plan vision and environmental setting, and chapters or typical plan elements that cover major community issues, with plan recommendations and implementation measures.

Public input is essential in ensuring that tailored community needs are addressed in the community plan. Stakeholders in a community, along with the recognized community planning group, play a major role and are key partners in creating a plan that sets forth a joint vision for the future of a community.



Public Facilities Planning

The City must carefully balance how to accommodate growth while also requiring the timely provision of public facilities. Each community must have the opportunity to establish, through its adopted community plan and public facilities financing plan, a specific framework to prioritize the provision of needed public facilities and services. Additionally, each new development proposal must be carefully evaluated to determine both its benefit to, and impact upon the community to ensure that it contributes to public facilities commensurate with the level of impact. More information on providing facilities and services can be found under the Public Facilities, Services, and Safety Element.

Plan Implementation

Community plans and public facilities financing plans are frequently used by recognized community planning groups, community stakeholders, the City Council, the Planning Commission, City staff, property owners, developers, other public agencies, and others. Therefore, community plans must be understandable documents that deliver clear recommendations which will be implemented via their translation into everyday decisions made pertaining to their communities. Plan implementation will occur through a variety of mechanisms including private and public development projects and programs, application of zoning and development regulations, and public and private partnerships (see also LU Section F).

Policies

- LU-C.1. Establish each community plan as an essential and integral component of the City's General Plan with clear implementation recommendations and links to General Plan goals and policies.
- a. Develop community plan policies that implement citywide goals and address community or neighborhood-specific issues; such policies may be more detailed or restrictive than the General Plan as needed (see also LU-C.1.c. and LU-C.2.).
 - b. Rely on community plans for site-specific land use and density designations and recommendations.
 - c. Maintain consistency between community plans and the General Plan, as together they represent the City's comprehensive plan. In the event of an inconsistency between the General Plan and a community plan, action must be taken to either: 1) amend the community plan, or 2) amend the General Plan in a manner that is consistent with the General Plan's Guiding Principles.
- LU-C.2. Prepare community plans to address aspects of development that are specific to the community, including: distribution and arrangement of land uses (both public and private); the local street and transit network; location, prioritization, and the provision of public facilities; community and site-specific urban design guidelines; urban design guidelines addressing the public realm; community and site-specific



recommendations to preserve and enhance natural and cultural resources; and coastal resource policies (when within the Coastal Zone).

- a. Apply land use designations at the parcel level to guide development within a community.
 1. Include a variety of residential densities, including mixed use, to increase the amount of housing types and sizes and provide affordable housing opportunities.
 2. Designate open space and evaluate publicly-owned land for future dedication and privately-owned lands for acquisition or protection through easements.
 3. Evaluate employment land and designate according to its role in the community and in the region.
 4. Designate land uses with careful consideration to hazard areas including areas affected by flooding and seismic risk as identified by Figure CE-5 Flood Hazard Areas and Figure PF-9 Geo-technical and Relative Risk Areas.
- b. Draft each community plan with achievable goals, and avoid creating a plan that is a "wish list" or a vague view of the future.
- c. Provide plan policies and land use maps that are detailed enough to provide the foundation for fair and predictable land use planning.
- d. Provide detailed, site-specific recommendations for village sites.
- e. Recommend appropriate implementation mechanisms to efficiently implement General Plan and community plan recommendations.
- f. Establish a mobility network to effectively move workers and residents.
- g. Update the applicable public facilities financing plan to assure that public facility demands are adjusted to account for changes in future land use and for updated costs associated with new public facilities.

LU-C.3. Maintain or increase the City's supply of land designated for various residential densities as community plans are prepared, updated, or amended.

LU-C.4. Ensure efficient use of remaining land available for residential development and redevelopment by requiring that new development meet the density minimums of applicable plan designations.

LU-C.5. Draft, update, and adopt community plans with a schedule that ensures that a community's land use policies are up-to-date and relevant, and that implementation can be achieved.

- a. Utilize the recognized community planning group meeting as the primary vehicle to ensure public participation.



- b. Include all community residents, property owners, business owners, civic groups, agencies, and City departments who wish to participate in both land use and public facilities planning and implementing the community vision.
- c. Concurrently update plans of contiguous planning areas in order to comprehensively address common opportunities such as open space systems or the provision of public facilities and common constraints such as traffic congestion.

LU-C.6 Review existing and apply new zoning at the time of a community plan update to assure that revised land use designations or newly-applicable policies can be implemented through appropriate zones and development regulations (see also LU Section F).

D. Plan Amendment Process

Goals

- ◆ Approve plan amendments that better implement the General Plan and community plan goals and policies.
- ◆ Clearly define the process for amendments to community plans.
- ◆ Allow for changes that will assist in enhancing and implementing the community's vision.

Discussion

The General Plan is a comprehensive and long-range document; it is adopted to express a citywide vision for the future and to guide how that vision is implemented through private and public development. Although the vision remains constant, the means of its achievement are more subject to changing demographics, technologies, economics, and federal and state laws. As such, the General Plan must be a flexible document, allowing for changes that ultimately assist in enhancing and implementing the vision. Too many, too frequent or inappropriate changes, however, can diminish the expressed vision, and sidetrack its implementation. Additionally, the City's approach to community-based land use plans means that any changes to land use or density or intensity is made to one of the City's 50+ community plans. An amendment to a precise plan or specific plan is also a community plan and General Plan amendment.

It is necessary, therefore, to establish a fair, orderly, and well defined process to govern how amendments occur. This process will ensure that all proposed amendments are reviewed for internal consistency with the vision, values and goals of the General Plan. The General Plan Amendment Manual, a companion document to the General Plan, contains specific guidance on when an amendment is required, issues to be addressed through processing, and recommended timelines.



Initiation

The City is unique among jurisdictions in that the process to amend the General Plan requires either Planning Commission or City Council initiation before the plan amendment process and accompanying project may actually proceed. While it is the first point of consideration by a decision-maker (the Planning Commission or City Council), it is a limited decision. It is neither an approval nor denial of the plan amendment and accompanying development proposal (some plan amendments are presented without a development proposal). The purpose of the hearing is not to discuss the details of the development proposal, but rather focus upon the more fundamental question of whether the proposed change to the General Plan is worthy of further analysis based upon compliance with the initiation criteria (provided below).

Although applicants have the right to submit amendment requests to the City, not all requests merit study and consideration by City staff and the decision-makers. The initiation process allows for the City to deny an application for amendment if it is clearly inconsistent with the major goals and policies of the General Plan. Most importantly, the initiation process allows for early public knowledge and involvement in the process as a whole. Additionally, the Planning Commission has the opportunity to advise City staff to evaluate specific factors during the processing of the proposed plan amendment.

Public Hearing Process

After initiation, a plan amendment may be processed and brought forward to public hearing, subject to the permit processing, environmental review, and public hearing procedures specified in the Land Development Code. The Planning Commission and the City Council will consider the factors as described in LU-D.10 and LU-D.13 in making a determination to approve or deny the proposed amendment during the public hearings.

Policies

Land Use Plan Amendment

- LU-D.1. Require a General Plan and community plan amendment for proposals that involve: a change in community plan adopted land use or density/intensity range; a change in the adopted community plan development phasing schedule; or a change in plan policies, maps, and diagrams. (Note: state law mandates that General Plan and community plan amendments are not to be required for projects utilizing state mandated housing density bonuses.)
- LU-D.2. Require an amendment to the public facilities financing plan concurrently with an amendment to the General Plan and community plan when a proposal results in a demand for public facilities that is different from the adopted community plan and public facilities financing plan.
- LU-D.3. Evaluate all plan amendment requests through the plan amendment initiation process and present the proposal to the Planning Commission or City Council for consideration.



- LU-D.4. During a community plan update process, community plan amendment requests will be accepted until the final land use scenarios have been established.
- LU-D.5. Maintain and update on a regular basis a database of land use plan amendments approved by the City in order to create an annual report for tracking of land use plan amendments.

Technical Amendment Initiation

- LU-D.6. Initiate a technical amendment without the need for a public Planning Commission hearing when the City determines, through a Single Discipline Preliminary Review, that the proposed amendment is appropriate in order to:
- Correct a map or text error, and/or omission made when the land use plan was adopted or during subsequent amendments and/or implementation;
 - Address other technical corrections discovered during implementation;
 - Ensure the public health, safety, and welfare;
 - Establish the location and design of a public facility already identified in the adopted Capital Improvements Program;
 - Comply with changes in state or federal law or applicable findings of a court of law; or
 - Revise language concerned solely with a process or procedural matter or an appendix to update information.
- LU-D.7. Subject technical amendments to the processing procedures identified in the General Plan Amendment Manual.

Criteria for Initiation of Amendments

- LU-D.8. Require that General Plan and community plan amendment initiations (except those determined to be technical as specified in LU-D.6) be decided by the Planning Commission with the ability for the applicant to submit a request to the City Clerk for the City Council to consider the initiation if it is denied.
- LU-D.9. Recognize the ability of the City Council to initiate a General Plan and community plan amendment when direction is received through a vote of the City Council without demonstration of meeting the initiation criteria to prepare a plan amendment.
- LU-D.10. Require that the recommendation of approval or denial to the Planning Commission be based upon compliance with all of the three initiation criteria as follows: a) the amendment request appears to be consistent with the goals and policies of the General Plan and community plan and any community plan specific amendment criteria; b) the proposed amendment provides additional public benefit to the



community as compared to the existing land use designation, density/intensity range, plan policy or site design; and c) public facilities appear to be available to serve the proposed increase in density/intensity, or their provision will be addressed as a component of the amendment process.

- LU-D.11. Acknowledge that initiation of a plan amendment in no way confers adoption of a plan amendment, that neither staff nor the Planning Commission is committed to recommend in favor or denial of the proposed amendment, and that the City Council is not committed to adopt or deny the proposed amendment.

Plan Amendment Processing

- LU-D.12. Evaluate specific issues that were identified through the initiation process, whether the proposed amendment helps achieve long term community goals, as well as any additional community-specific amendment evaluation factors.
- LU-D.13. Address the following standard plan amendment issues prior to the Planning Commission decision at a public hearing related to: level and diversity of community support; appropriate size and boundary for the amendment site; provision of additional benefit to the community; implementation of major General Plan and community plan goals, especially as related to the vision, values and City of Villages strategy; and provision of public facilities.
- LU-D.14. Consider consolidating multiple concurrent land use plan amendment proposals to analyze and assess the impacts of the development projects and the land use changes cumulatively.

E. Planning for Coastal Resources

Goals

- ◆ Certification of community plans as the City of San Diego's Local Coastal Program (LCP) Land Use Plans.
- ◆ Preservation and enhancement of coastal resources.

Discussion

The land uses and implementing zones, which are adopted as part of each community plan update, meet the Coastal Act's requirement that coastal land use provisions be sufficiently detailed to indicate the kind, location, and intensity of land uses. Coastal protection and enhancement strategies vary within each of the 18 planning areas within the Coastal Zone, but all are prepared consistent with a standardized framework of issues modeled upon the Coastal Act policies. Community planning areas wholly or partially located within the Coastal Zone include: Barrio Logan/Harbor 101, Ocean Beach, Carmel Valley, Otay Mesa/Nestor, Del Mar



Mesa, Pacific Beach, La Jolla, Pacific Highlands Ranch, Midway/Pacific Highway Corridor, Peninsula, Mira Mesa, Torrey Hills, Mission Bay Park, Tijuana River Valley, Mission Beach, Torrey Pines, University, and Proposition A Lands – formerly known as “North City Future Urbanizing Area” (See Section J).

Within the Coastal Zone, there are several categories of land associated with different types of permit authority. The City has the authority to issue Coastal Development Permits for areas of the Coastal Zone where the Coastal Commission has certified the LCP land use plan and related Implementation Program in the form of code regulations. This constitutes a majority of the area within the Coastal Zone and these areas are known as “Coastal Commission certified areas.” These certified areas can lie within appealable as well as non-appealable areas. For instance, if a coastal development permit falls within the appealable area, then the decision involving this development is appealable to the Coastal Commission. On the other hand, if a coastal development permit falls within the non-appealable area, then the final decision rests with the City and is not appealable to the Coastal Commission.

“Areas of deferred certification” constitute another category of land in the Coastal Zone. In these areas, the Coastal Commission has not yet certified the City’s land use plan, and therefore retains coastal development permit authority. There are also “areas of original jurisdiction” or “Coastal Commission permit jurisdiction” that are not a part of the City’s LCP and where the Coastal Act intends jurisdiction and permit authority to remain with the Coastal Commission.

Policies

- LU-E.1. Incorporate community-specific policies into Coastal Zone community plans during community plan updates and/or amendments to address the Coastal Act policies’ direction regarding biological resources and geologic stability, circulation, parking, beach impact area, public access, recreational opportunities, visitor-serving, and visual resources.
- LU-E.2. Ensure consistency of all coastal planning policies with the regional, citywide, and other community-specific planning policies included in each General Plan Element.
- LU-E.3. Ensure that community plans contain policies to implement Chapter 3 of the Coastal Act and that the Land Development Code contains provisions to fully implement those policies.

F. Consistency

Goal

- ◆ Zoning concurrent with community plan updates and amendments to ensure consistency with community plan land use designations.
- ◆ Zones or development regulations to better implement updated community plans.



Discussion

As the *California General Plan Guidelines* 2003 state, "the success of a general plan, and in particular the land use element, rests in part upon the effectiveness of a consistent zoning ordinance in translating the long-term objectives and policies contained in the plan into everyday decisions." Despite the fact that state law exempts charter cities from a zoning consistency requirement, it is the City's practice to apply zoning that is consistent with community plan land use designations to ensure their implementation.

The City's adopted land use plans provide guidance and set the framework for the implementing regulations found in the Land Development Code. The Land Development Code structure was established purposefully to enable the addition of use packages or development regulation packages when plan policies call for zoning solutions beyond those already adopted in the code.

Policies

- LU-F.1. Apply existing or new Land Development Code zone packages or other regulations as needed to better implement the policy recommendations of the General Plan; land use designations of the community plans; other goals and policies of the community plans; and community-specific policies and recommendations.
- LU-F.2. Review public and private projects to ensure that they do not adversely affect the General Plan and community plans. Evaluate whether proposed projects implement specified land use, density/intensity, design guidelines, and other General Plan and community plan policies including open space preservation, community identity, mobility, and the timing, phasing, and provision of public facilities (see Public Facilities Element, Section C).
- LU-F.3. Create and apply incentive zoning measures to achieve the desired mix of land uses and public benefits.
 - a. Continue to provide incentives to development proposals that contribute to the provision of affordable housing, environmental enhancement, urban design, and energy conservation, as well as those that provide public facilities and amenities over and above regulatory requirements.
 - b. Ensure that the granting of development incentives does not result in an adverse impact upon health, welfare, and safety of the surrounding community or upon any designated cultural and/or historic resource.
 - c. The provision of development incentives should be re-evaluated on a regular basis to be certain that the granting of incentives remains in proportion with the benefits derived.



G. Airport Land Use Compatibility

Goal

- ◆ Protection of the health, safety, and welfare of persons within an airport influence area by minimizing the public's exposure to high levels of noise and risk of aircraft accidents.
- ◆ Protection of public use airports and military air installations from the encroachment of incompatible land uses within an airport influence area that could unduly constrain airport operations.

Discussion

Airports affect future land uses and, at the same time, land uses can affect airports in that incompatible land uses can restrict airport operations or lead to the closure of an airport. The City evaluates the siting and expansion of public and private-use airports, heliports, and helipads/helistops. The state requires that the San Diego County Regional Airport Authority Board, as the Airport Land Use Commission (ALUC), prepare Airport Land Use Compatibility Plans for each public-use airport and military air installation in the county. For military air installations, the state also requires that the ALUC prepare the compatibility plans consistent with the Air Installation Compatible Use Zone study prepared by the military. Refer to the Mobility Element, Section H for the location and description of the airports and military air installations in the City.

A compatibility plan addresses compatibility between airports and future land uses that surround them by addressing noise, overflight, safety, and airspace protection concerns to minimize the public's exposure to excessive noise and safety hazards within the airport influence area for each airport over a 20-year horizon. Since the ALUC does not have land use authority, the City implements the compatibility plan through land use plans, development regulations, and zoning ordinances.

When a compatibility plan is amended or updated, the City is required to submit the land use plans (general plan and community plans) that are within an airport influence area to the ALUC for a consistency determination. At the same time an action is proposed to amend or update a land use plan, airport plan, development regulation, and zoning ordinance within an airport influence area, the City is required to submit these actions to the ALUC for a consistency determination prior to adoption of the action. The City can revise the proposed action or amend the affected land use plans to meet the ALUC's determination, or the City Council may overrule their determination by a two-thirds vote if it makes specific findings that the proposed action is consistent with the purposes of: protecting public health, safety, and welfare; minimizing the public's exposure to excessive noise; and minimizing safety hazards within areas surrounding the airport. When a compatibility plan is amended or updated, the City is required to submit development projects that are within an airport influence area to the ALUC for a consistency determination prior to the City Council amending the affected land use plans to meet the ALUC's determination, or the City Council overruling the ALUC determination.



Compatibility Factors

The compatibility factors (safety, airspace protection, noise, and overflights) vary by airport. Though the intent to protect public health, safety, and welfare is the same, land use policies are specific to each airport and community plan. The following sections identify the planning process and factors the City would consider when evaluating General Plan and community plan policies and future land use designations to ensure consistency with a compatibility plan.

Safety

When designating future land uses, the City evaluates the consequences and severity of an accident if one were to occur, the number of people in high accident risk areas, the proposed land use densities and intensities, and the consistency with the compatibility plan for the area. The City evaluates critical land uses and infrastructure in high accident risk areas to limit future locations. Critical land uses include children's schools, child care centers, hospitals, convalescent homes, places of worship, and other uses in which the mobility of occupants is effectively limited. Critical infrastructure includes power plants, electrical substations, public communications facilities, and other facilities in which the damage or destruction of the facility would cause adverse effects to public health and welfare beyond the vicinity of the facility.

Airspace Protection

Although the Federal Aviation Administration (FAA) has no authority to regulate or control the use of land around airports, using defined height standards, it informs development project applicants, the Airport Land Use Commission, and the City whether a proposed development would be an obstruction to air navigation and, if so, whether the obstruction would create a hazard. The FAA requires that project applicants notify the FAA prior to seeking a permit for construction. If the FAA determines that a proposed development is a hazard to air navigation, the state requires that the proposed development obtain state approval and the ALUC requires that the development obtain a consistency determination with the compatibility plan for the area. The particular hazards of concern are structures that pose an airspace obstruction, land uses that create wildlife hazards, particularly related to birds, and land use characteristics that create visual or electronic interference with air navigation. The FAA relies on the state and cities to implement its height standards as defined in Code of Federal Regulations Title 14, Part 77. For existing or future uses, airport operators can purchase or have aviation easements dedicated from a property owner to prohibit the development of structures or growth of trees, or prohibit visual and electrical interference in the acquired airspace.

Noise

Refer to the Noise Element for an additional discussion regarding airport noise associated with aircraft operations within the City, and the Land Use - Noise Compatibility Guidelines for determining land use compatibility.



Overflights

Overflights of aircraft can be bothersome to people who are sensitive to the presence of aircraft overhead. Depending on the location, dedication of avigation easements or recorded deed, notices can be required to assure that future property owners are aware of the possibility that aircraft operating may be overhead. The state also requires real estate disclosures for all property transactions within an airport influence area.

Policies

- LU-G.1. Work with the ALUC to develop policies that are consistent with the state and federal regulations and guidelines, that balance airport land use compatibility goals with other citywide and regional goals, and that emphasize the major airport land use compatibility factors.
- LU-G.2. Submit all amendments and updates to the General Plan, community plans, specific plans, airport plans, development regulations and zoning ordinances affected by an airport influence area to the ALUC to ensure that they are consistent with the Airport Land Use Compatibility Plan or have the City Council take steps to overrule the ALUC.
- LU-G.3. Submit the General Plan, community plans, and specific plans affected by an airport influence area to the ALUC after the adoption or amendment to an Airport Land Use Compatibility Plan to ensure that they are consistent or have the City Council take steps to overrule the ALUC.
- LU-G.4. Submit development projects affected by an airport influence area to the ALUC after the adoption or amendment to an Airport Land Use Compatibility Plan to ensure that they are consistent up until the time that the ALUC has determined the General Plan, community plans, and specific plans consistent with the Airport Land Use Compatibility Plan or have the City Council take steps to overrule the ALUC.
- LU-G.5. Implement the height standards used by the FAA as defined by Code of Federal Regulations Title 14, Part 77 through development regulations and zoning ordinances.
- LU-G.6. Require that all proposed development projects (ministerial and discretionary actions) notify the FAA in areas where the proposed development meets the notification criteria as defined by Code of Federal Regulation Title 14, Part 77.
 - a. Require that all proposed development projects that are subject to FAA notification requirement provide documentation that FAA has determined that the project is not a Hazard to Air Navigation prior to project approval.
 - b. Require that the Planning Commission and City Council approve any proposed development that the FAA has determined to be a Hazard to Air Navigation once state and ALUC requirements are satisfied.



- LU-G.7. Evaluate the siting and expansions of airports, heliports, and helipads/helistops on the basis of aviation and land use need and potential safety and noise impacts on existing and planned surrounding land uses.
- LU-G.8. Submit all airport/heliport master plans and development plans to the ALUC prior to City Council adoption.
- LU-G.9. Coordinate with the Navy and Marine Corps to ensure that future land use and General Plan community plan, specific plan, development regulations and zoning ordinances amendments are consistent with the Air Installation Compatible Use Zone study for military air installations.
- LU-G.10. Encourage civilian and military airport operators, to the extent practical, to:
- Ensure safe airport operations to minimize noise and safety concerns;
 - Purchase land within the airport runway protection zone, given available funding sources, to protect airport operations; and
 - Obtain aviation easements or deed restrictions from property owners within the airport influence area to prevent air navigation obstructions and increase awareness of aircraft operating overhead.

H. Balanced Communities and Equitable Development

Goals

- ◆ Ensure diverse and balanced neighborhoods and communities with housing available for households of all income levels.
- ◆ Community and neighborhood-specific strategies and implementation measures to achieve equitable development.

Discussion

"Balanced communities" typically refer to communities that have a diverse collection of housing types that are suitable for households of various income levels. Balanced communities can contribute toward achievement of a fair and equal society, and have the additional advantage of providing more people with the opportunity to live near their work. The City adopted Council Policy 600-19 in 1972 to foster balanced community development in the City, with a primary objective to distribute low and moderate-income housing throughout the City. However, this policy has proven difficult to implement. More recent initiatives to increase the supply and distribution of affordable housing include the Inclusionary Housing Ordinance (adopted in



2003), the City of Villages strategy (2002), the Housing Element update (2006), and the remainder of the General Plan update (2008).

The Inclusionary Housing Ordinance requires all new residential developments of two units or more to provide affordable housing through a variety of methods. The required affordable housing units are either provided on the same site as the market-rate units, on a different site within the same community planning area, or through developer payment of in-lieu fees which are deposited into the Affordable Housing Trust Fund for priority use in the same community planning area from which the funds were collected. The determination to utilize these funds to assist in the development of affordable housing project elsewhere would be conducted by the Housing Commission.

The City of Villages strategy also strives to increase housing supply and diversity through the development of compact, mixed-use villages in targeted areas. This strategy helps to achieve some of the jobs/housing benefits of balanced communities at a broader scale by encouraging better links from homes to jobs and services throughout the region. Through an interlinked network of villages - jobs, housing, and specialized services could be made more accessible to each other even if they are not located in the same community. It is anticipated that individual villages located throughout the City will offer unique mixes of uses and services, as well as opportunities for affordable housing and employment. Village sites are to contribute to citywide needs and are to function as an integrated part of the community and City.

Implementation of the City of Villages strategy carries a risk of gentrification. The term gentrification has various definitions. The definition used here is "the process by which higher-income households displace lower-income residents of a neighborhood, changing the essential character and flavor of that neighborhood."¹ The negative aspects of gentrification can be minimized if equitable development is achieved. Equitable development is defined as "the creation and maintenance of economically and socially diverse communities that are stable over the long term, through means that generate a minimum of transition costs that fall unfairly on lower-income residents."²

Balanced commercial development in the City's communities and quality of life assets, such as recreational opportunities, mobility, unique neighborhoods, and an active public life are important components vital to the future of San Diego. As San Diego's population grows and developable land decreases, many communities have experienced changes in the mix of commercial land uses because of rising rents. There are actions that can be taken to address the shortages of more affordable commercial spaces available to new entrepreneurs and growing businesses. The community plan update process will provide an opportunity to identify what type of business growth is desirable in each community through a public process.

¹ Maureen Kennedy and Paul Leonard, *Dealing With Neighborhood Change: A Primer on Gentrification and Policy Changes*. (The Brookings Institution Center on Urban and Metropolitan Policy, April 2001) p.5.

² Kennedy and Leonard, p.4.



Policies

- LU-H.1. Promote development of balanced communities that take into account community-wide involvement, participation, and needs.
- Plan village development with the involvement of a broad range of neighborhood, business, and recognized community planning groups and consideration of the needs of individual neighborhoods, available resources, and willing partners.
 - Invest strategically in public infrastructure and offer development incentives that are consistent with the neighborhood's vision.
 - Recognize the important role that schools play in neighborhood life and look for opportunities to form closer partnerships among local schools, residents, neighborhood groups, and the City with the goal of improving public education.
 - Ensure that neighborhood development and redevelopment addresses the needs of older people, particularly those disadvantaged by age, disability, or poverty.
 - Provide affordable housing opportunities within the community to help offset the displacement of the existing population.
 - Provide a full range of senior housing from active adult to convalescent care in an environment conducive to the specific needs of the senior population.
- LU-H.2. Provide affordable housing throughout the City so that no single area experiences a disproportionate concentration.
- LU-H.3. Provide a variety of housing types and sizes with varying levels of affordability in residential and village developments.
- LU-H.4. Strive for balanced commercial development (see also Economic Prosperity Element, Section B).
- Support communities' efforts to identify the desired business growth model for their area and implement a strategy to achieve that goal.
 - Encourage greater opportunities for local ownership of businesses and/or assets.
 - Ensure that commercial districts are balanced and do not exclude the retail, employment, and service needs of local residents.
 - Encourage local employment within new developments and provide entrepreneurial opportunities for local residents.



- e. Assist existing business owners in accessing programs that can provide financial assistance and business consulting services. Such programs include Small Business Administration loans, façade renovation, and other Redevelopment Agency financial assistance.
- f. Consider, in redevelopment and community plan update and amendment processes, where businesses displaced by commercial gentrification can be relocated.

LU-H.5. Strive for accessible and equitably distributed social services throughout the City.

LU-H.6. Provide linkages among employment sites, housing, and villages via an integrated transit system and a well-defined pedestrian and bicycle network.

LU-H.7. Provide a variety of different types of land uses within a community in order to offer opportunities for a diverse mix of uses and to help create a balance of land uses within a community (see also LU-A.7).

I. Environmental Justice

Goals

- ◆ Ensure a just and equitable society by increasing public outreach and participation in the planning process.
- ◆ Equitable distribution of public facilities, infrastructure, and services throughout all communities.
- ◆ Improve mobility options and accessibility in every community.
- ◆ Promote and ensure environmental protection that will emphasize the importance of safe and healthy communities.

Discussion

Environmental justice is defined in federal and state law as "the fair treatment of people of all races, cultures and income levels with respect to the development, adoption, implementation and enforcement of environmental laws, regulations and policies." Environmental justice is achieved when everyone, regardless of race, culture, gender, disabilities, or income, enjoys the same degree of protection from environmental and health hazards. Furthermore, it is also achieved when everyone has equal access to, and meaningful participation in, the decision-making process to have a healthy environment in which to live, learn, and work. It is more than an important goal in land use and transportation planning; it is a prerequisite in obtaining federal transportation funds and other grant monies. Additionally, the state of California has an expectation that local governments will adopt policies to ensure the provision of the equitable distribution of new public facilities and services,



and to expand opportunities for transit-oriented development, among other considerations. The City of Villages strategy and emphasis on transit system improvements, transit-oriented development, and the citywide prioritization and provision of public facilities in underserved neighborhoods is consistent with environmental justice goals. The following policies are designed to address environmental justice through broadening public input, determining the benefits and burdens of transportation projects, and designing and locating public facilities that are accessible to all. Broadening public input means obtaining comments and opinions from the community in the beginning stages of a process and ensuring that the public understands the pros and cons of available options. This will allow the community to be able to make an informed decision based on their direct participation in the process and understanding of options.

Policies

Planning Process

- LU-I.1. Ensure environmental justice in the planning process through meaningful public involvement.
 - a. Assure potentially affected community residents that they have opportunities to participate in decisions that affect their environment and health, and that the concerns of all participants involved will be considered in the decision-making process.
 - b. Increase public outreach to all segments of the community so that it is informative and detailed in terms of process and options available to the community.
 - c. Consult with California Native American tribes to provide them with an opportunity to participate in local land use decisions at an early planning stage, for the purpose of protecting, or mitigating impacts to cultural places.
- LU-I.2. Balance individual needs and wants with the public good.
- LU-I.3. Implement development policies to protect the public health, safety, and welfare equitably among all segments of the population. Address the needs of those who are disenfranchised in the process.

Public Facilities

- LU-I.4. Prioritize and allocate citywide resources to provide public facilities and services to communities in need. Greater resources should be provided to communities where greater needs exist (see also Public Facilities Element, Policy PF-B.3).
- LU-I.5. Strive to achieve meaningful participation for all community residents in the siting and design of public facilities.



LU-I.6. Provide equal access to public facilities and infrastructure for all community residents.

Transportation

LU-I.7. Treat all people fairly with respect to the development, adoption, implementation and enforcement of transportation policies, plans, and projects.

LU-I.8. Expand public outreach on transportation policy, projects, and operations in order to get input from ethnic minorities, low-income residents, persons with disabilities, the elderly and other under-represented communities. Ensure that people who are directly affected by a proposed action are given opportunities to provide input.

LU-I.9. Design transportation projects so that the resulting benefits and potential burdens are equitable. Some of the benefits of transportation programs include improved accessibility, faster trips, more mobility choices, and reduced congestion. Common negative consequences include health impacts of air pollution, noise, crash-related injuries and fatalities, dislocation of residents, and division of communities.

LU-I.10. Improve mobility options and accessibility for the non-driving elderly, disabled, low-income and other members of the population (see also Mobility Element, Section B).

- a. Work with regional transit planners to implement small neighborhood shuttles and local connectors in addition to other services.
- b. Increase the supply of housing units that are in close physical proximity to transit and to everyday goods and services, such as grocery stores, medical offices, post offices, and drug stores.

LU-I.11. Implement the City of Villages concept for mixed-use, transit-oriented development as a way to minimize the need to drive by increasing opportunities for individuals to live near where they work, offering a convenient mix of local goods and services, and providing access to high quality transit services.

Environmental Protection

LU-I.12. Ensure environmental protection that does not unfairly burden or omit any one geographic or socioeconomic sector of the City.

LU-I.13. Eliminate disproportionate environmental burdens and pollution experienced by historically disadvantaged communities through adherence to the environmental justice policies in Section I and the following:

- a. Apply zoning designations that separate industrial and sensitive receptor uses as presented on LU Table 4.
- b. Preserve prime industrial land for the relocation of industrial uses out of residential areas (see also Economic Prosperity Element, Section A).



- c. Promote environmental education including principles and issues of environmental justice (see also Conservation Element, Section N).
- d. Use sustainable development practices (see also Conservation Element, Section A).

- LU-I.14. As part of community plan updates or amendments that involve land use or intensity changes, evaluate public health risks associated with identified sources of hazardous substances and toxic air emissions (see also Conservation Element, Section F). Create adequate distance separation, based on documents such as those recommended by the California Air Resources Board and site specific analysis, between sensitive receptor land use designations and potential identified sources of hazardous substances such as freeways, industrial operations or areas such as warehouses, train depots, port facilities, etc. (See also Appendix C, EP-2)
- LU-I.15. Plan for the equal distribution of potentially hazardous and/or undesirable, yet necessary, land uses, public facilities and services, and businesses to avoid over concentration in any one geographic area, community, or neighborhood.
- LU-I.16. Ensure the provision of noise abatement and control policies that do not disenfranchise, or provide special treatment of, any particular group, location of concern, or economic status.

J. Proposition A – The Managed Growth Initiative (1985)

Goal

- ◆ Future growth and development that is consistent with current land use intensity or that is subject to a “phase shift” process to approve increased intensity.

Discussion

The Managed Growth Initiative

In 1985, the electorate approved Proposition A, an initiative amending the Progress Guide and General Plan (1979 General Plan) to require approval of a majority vote of the people for shifting land from the Future Urbanizing to the Planned Urbanizing Area phase of growth or development. The ballot measure further provided that the “provision restricting development in the Future Urbanizing Area shall not be amended except by majority vote of the people, and except for amendments which are neutral or make the designation more restrictive in terms of permitting development.” The full text is included in Appendix B, LU-3.

By 2005, phase shifts, per Proposition A and the 1979 General Plan, have occurred for the land determined to be appropriate for more urban levels of development within the planning horizon of this General Plan. The City also completed planning efforts to address land use in the remainder of the Future Urbanizing Area subject to its jurisdiction. The City Council adopted a



comprehensive update to the San Pasqual Valley Plan that requires the preservation of the San Pasqual Valley for agricultural use, open space, and Multi-Habitat Planning Area (MHPA) (see Conservation Element for more detail). Additionally, the City adopted a specific plan for Del Mar Mesa that severely limits residential development to rural densities and sets aside over half of the plan area as MHPA. Furthermore, federal, state, county, and other jurisdictions have participated with the City in planning for open space and habitat preservation in the San Dieguito and Tijuana River Valley. Proposition A lands also include military and other lands not subject to the City's jurisdiction. In the past, the City Council has chosen to follow the development intensity restrictions and the requirement for a vote of the people to approve an amendment to shift the area from Future to Planned Urbanizing Area as specified in Proposition A, upon receipt of jurisdiction over former military installations.

As described, the phased development areas system has, for the most part, become an outdated system to address future growth and development. The City has grown into a jurisdiction with primarily two tiers, see Figure LU-4, Proposition A Lands Map:

- Proposition A Lands – (as previously defined) characterized by very low-density, residential, open space, natural resource-based park, and agricultural uses; and
- Urbanized Lands – characterized by older, recently developed, and developing communities at urban and suburban levels of density and intensity.

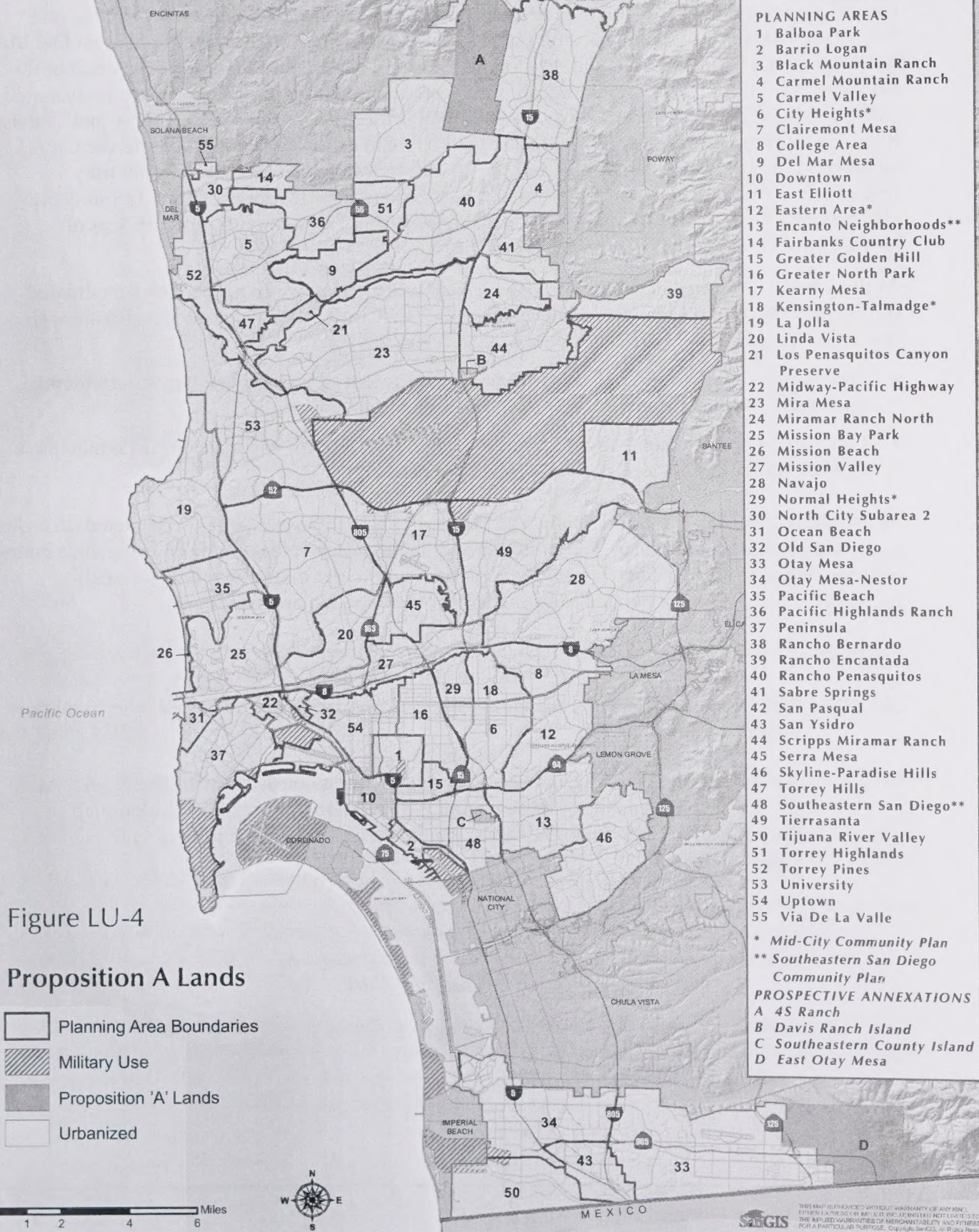
As of 2006, communities formerly known as Planned Urbanizing were largely completed according to the adopted community plan, and of that group, the oldest were beginning to experience limited redevelopment on smaller sites. For information on how the tier system was linked to public facilities financing, see the Public Facilities Element Introduction and Section A.

Policies

- LU-J.1. Identify non-phase shifted lands as Proposition A lands and no longer refer to them as Future Urbanizing Area.
- LU-J.2. Follow a public planning and voter approval process consistent with the provisions of this Land Use Element for reuse planning of additional military lands identified as Proposition A lands, and other areas if and when they become subject to the City's jurisdiction.



THE CITY OF SAN DIEGO
General Plan
Land Use and Community
Planning Element





K. Annexations and Reorganizations

Goals

- ◆ Identification of prospective annexation areas to limit urban sprawl, avoid duplication of urban services in an efficient manner, and preserve open space.
- ◆ Annexation of county islands within the City boundaries.

Discussion

Prospective annexation areas include two county islands of unincorporated land within the City, and unincorporated areas that share common geographic features and are bordered by the same natural boundaries as the contiguous City area (see Figure LU-5). Land located within these prospective areas can be reviewed for the possibility of annexation upon the initiative of either the landowner or the City. Additionally, discussions regarding reorganizations or boundary adjustments between the City and other adjacent jurisdictions will occur over time and will require further evaluation.

Policies

- LU-K.1. Identify prospective annexation areas for long-range planning purposes that will avoid duplication of services with special districts; promote orderly growth and development and preserve open space, as necessary, on its periphery; and promote a more cost-efficient delivery of urban services to both existing areas that already have urban services and future development areas that require urban service extensions from contiguous City areas.
- LU-K.2. Evaluate whether or not to submit an annexation application to the San Diego Local Agency Formation Commission (LAFCO).
- a. Analyze the present and planned land uses for the proposed annexation.
 - b. Assess the present and future need for urban services and facilities.
 - c. Review the fiscal impact of the proposed annexation to the City.
 - d. Identify whether the proposal represents an orderly and logical extension of City boundaries.
 - e. Assess the ability of the City to provide urban level services.
 - f. Determine whether the proposal would induce residential growth.
 - g. Determine whether the proposal would provide provisions for affordable housing.
 - h. Determine whether the proposal would provide provisions for open space.
 - i. Evaluate the effect of the annexation to any relevant social or economic aspects of interest.



- j. Verify and determine the level of support on the part of affected property owners and area residents.

LU-K.3. Include areas, upon their annexation, in the appropriate community planning area, and ensure that future development implements the policies and recommendations of the General Plan and applicable community plan.

LU-K.4. Pursue annexation of the county islands listed below based upon a review of the preceding factors, and the fact that the City has provided efficient delivery of urban services, roadways and other major public facilities to these areas for many years: the Davis Ranch, an approximately 77-acre property, designated for industrial use, located adjacent to Interstate 15 within the Scripps Miramar Ranch Community Planning Area; and the Mount Hope Cemetery, an approximately 100-acre property, designated as a public cemetery, located within the Southeastern San Diego Community Planning Area.

Mobility Element

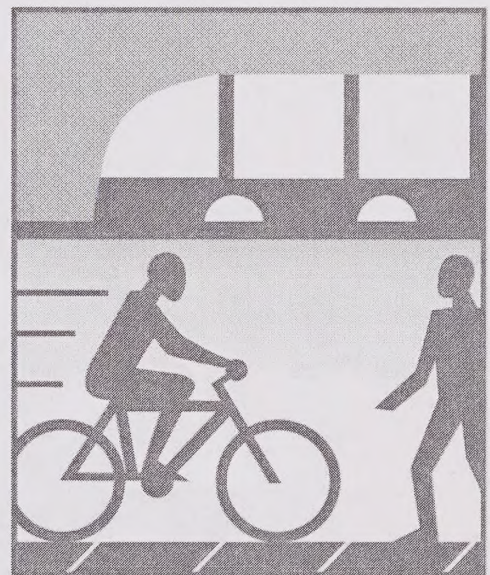
Figure

The figure shows a cross-section of a mobility element, illustrating the internal structure and components. The diagram is divided into several horizontal layers, each representing a different material or functional layer. The top layer is a thin, dark line, followed by a thicker, light-colored layer. Below this is a dark, textured layer, and then a thin, light-colored layer. The bottom layer is a thick, dark, textured layer. The diagram is labeled with various numbers and letters, indicating specific components and measurements.

Figure 1000

The figure shows a cross-section of a mobility element, illustrating the internal structure and components. The diagram is divided into several horizontal layers, each representing a different material or functional layer. The top layer is a thin, dark line, followed by a thicker, light-colored layer. Below this is a dark, textured layer, and then a thin, light-colored layer. The bottom layer is a thick, dark, textured layer. The diagram is labeled with various numbers and letters, indicating specific components and measurements.

Mobility Element





Mobility Element

Purpose

To improve mobility through development of a balanced, multi-modal transportation network.

Introduction

An overall goal of the Mobility Element is to further the attainment of a balanced, multi-modal transportation network that gets us where we want to go and minimizes environmental and neighborhood impacts. A balanced network is one in which each mode, or type of transportation, is able to contribute to an efficient network of services meeting varied user needs. For example, the element contains policies that will help walking become more viable for short trips, and for transit to more efficiently link highly frequented destinations, while still preserving auto-mobility. In addition to addressing walking, streets, and transit, the Element also includes policies related to: regional collaboration, bicycling, parking, goods movement, and other components of our transportation system. Taken together, these policies advance a strategy for congestion relief and increased transportation choices in a manner that strengthens the City of Villages land use vision and helps achieve a clean and sustainable environment.



*Mi Pueblo Pilot Village
Estudio Cruz*



THE CITY OF SAN DIEGO General Plan

Mobility Element

Figure ME-1
Transit
Land Use
Connections

Planned High Frequency Transit Service

- Bus Rapid Transit, Rail & Rapid Bus

Existing Transit Service

- Higher Frequency Bus Service Lower Frequency Bus Service

Existing/Planned Park & Open Space

- Park, Open Space, and Recreation

Planned Land Use

- Multi-Family Commercial Single Family Residential and Other Uses
Multiple Use

Activity Centers

- Government Centers Public Library
Major Attractions High Schools
Post Offices Hospitals
Military Facilities Universities & Colleges

Existing and Planned Park and Open Space

Dedicated and designated planned open space and park information represented here may not be the current land use, but a best estimate based upon the SANDAG and SanGIS generalized existing land use data and City of San Diego park and open space data.

Planned Transit Service

Planned higher frequency rail (Trolley and Coaster) and Bus Rapid Transit (BRT) and Rapid Bus routes represent the "Reasonably Expected" transit network from the adopted San Diego Association of Governments 2030 Regional Transportation Plan (2007) and a City recommended future SR-56 corridor transit route. The BRT routes and the Trolley Mid-Coast route represent new transit routes. The existing rail and Bus Rapid routes represent improved operating frequencies above the existing frequencies. Each route is planned to operate every 15 minutes or better during the morning and evening commute periods except for the Coaster, which is planned to operate every 20 minutes.

Existing Transit Service

Existing transit service represents the adopted Metropolitan Transit System 2006 Comprehensive Operational Analysis transit network. Higher frequency bus and trolley service represents the urban network of single routes traveling on key corridors every 15 minutes or better. Lower frequency service represents the remaining bus transit network.

Source: SANDAG 2007 RTP; MTS 2007 Routes

0 1 2 4 6 Miles

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The Mobility Element, and Land Use and Community Planning Element of the General Plan are closely linked. The Land Use and Community Planning Element identifies existing uses and planned land uses, and the Mobility Element identifies the proposed transportation network and strategies which have been designed to meet the future transportation needs generated by the planned land uses. The integration of transit and land use planning is illustrated by the Transit/Land Use Connections Map (see Figure ME-1). This map identifies existing and community plan-designated activity centers, commercial centers and corridors, and multifamily residential areas that are along the region's higher frequency existing and planned transit services.

Implementation of the City of Villages growth strategy is dependent upon the close coordination of land use and transportation planning. The strategy calls for redevelopment, infill, and new growth to be targeted into compact, mixed-use, and walkable villages that are connected to the regional transit system. Villages should increase personal transportation choices and minimize transportation impacts through design that pays attention to the needs of people traveling by transit, foot, and bicycle, as well as the automobile. Focused development and density adjacent to transit stops and stations helps make transit convenient for more people, and allows for a more cost-effective expansion of transit services. Housing in mixed-use commercial areas provides opportunities for people to live near their place of work, and helps support the use of neighborhood shops and services. As such, the City of Villages land use pattern is a transportation, as well as a land use strategy.

Communities also benefit from the village transportation/land use strategy as a result of the overall increase of transit service, street and freeway improvements, increased accessibility to regional employment areas citywide improvements to foster walking and bicycling, and citywide multi-modal transportation improvements in conjunction with development. In recognition of the diversity of San Diego's communities and the range of transportation issues that exist within them, the Mobility Element contains several "toolboxes" which illustrate the flexibility that exists and many of the options available to implement citywide policies. These toolboxes contain a variety of strategies and potential improvements that may be utilized where appropriate to develop area-specific solutions to community parking and traffic issues.

The Mobility Element is part of a larger body of plans and programs that guide the development and management of our transportation system.

- The Regional Transportation Plan (RTP), prepared and adopted by the San Diego Association of Governments (SANDAG) is the region's long-range mobility plan. The RTP plans for and identifies projects for multiple modes of transportation in order to achieve a balanced regional system. It establishes the basis for state funding of local and regional transportation projects, and is a prerequisite for federal funding. SANDAG prioritizes and allocates the expenditure of regional, state and federal transportation funds to implement RTP projects.
- The region's Congestion Management Program (CMP), also prepared by SANDAG, serves as a short-term element of the RTP. It focuses on actions that can be implemented in advance of the longer-range transportation solutions contained within the RTP. The CMP establishes



programs for mitigating the traffic impacts of new development and monitoring the performance of system roads relative to Level of Service (LOS) standards. It links land use, transportation, and air quality concerns.

The Mobility Element, the RTP and the CMP all highlight the importance of integrating transportation and land use planning decisions, and using multi-modal strategies to reduce congestion and increase travel choices. However, the Mobility Element more specifically plans for the City of San Diego's transportation goals and needs. The City recognizes that regional planning necessitates close working relationships between City and SANDAG planners and that optimum transportation infrastructure planning must be coordinated through state agencies such as Caltrans. To this end, staff participation on SANDAG advisory committees is critical. The Mobility Element, Section K, and Public Facilities Element, Section B, contain policies on how to work effectively with SANDAG to help ensure that City of San Diego transportation priorities are implemented.

The effectiveness of policies to improve mobility will be measured through monitoring of General Plan and regional plans implementation. The General Plan Monitoring Report measures progress toward reducing traffic congestion through the use of Sustainable Community Indicators that include measurements such as vehicle miles traveled per capita and number of weekday transit riders. SANDAG monitors and evaluates the performance and operation of the region's transportation system using performance indicators that are measured in an annual report.

A. Walkable Communities

Goals

- ◆ A city where walking is a viable travel choice, particularly for trips of less than one-half mile.
- ◆ A safe and comfortable pedestrian environment.
- ◆ A complete, functional, and interconnected pedestrian network, that is accessible to pedestrians of all abilities.
- ◆ Greater walkability achieved through pedestrian-friendly street, site and building design.





Discussion

The pedestrian environment affects us all whether we are walking to transit, a store, school, or simply walking from a parked car to a building. Pedestrian activity is more likely in areas where destinations are nearby. People enjoy walking in places where there are sidewalks shaded with trees, lighting, interesting buildings or scenery to look at, other people outside, neighborhood destinations, and a feeling of safety. Pedestrian improvements in areas with land uses that promote pedestrian activities can help to increase walking as a means of transportation and recreation. Land use and street design recommendations that benefit pedestrians also help promote use of alternatives to automobile travel and contribute to the overall quality, vitality, and sense of community of our neighborhoods. Policies designed to support walking and pedestrians are also intended to benefit overall accessibility.

Walkable communities offer public health benefits by providing opportunities for people to be active as a part of their everyday lives. There have been numerous studies that demonstrate a strong link between public health and the built environment, with the healthiest communities exhibiting many of the same types of features that are central to the City of Villages strategy and addressed throughout the General Plan, including:

- Compact, mixed-use neighborhoods linked by public transportation¹ (see Land Use and Community Planning Element, Section A; and ME Sections A and B).
- Residences within close proximity of parks, schools, shopping, employment, and transit stops² (see Land Use and Community Planning Element, Section A; and Recreation Element, Section D).
- A safe and accessible walking environment³ (see ME Section A).
- Neighborhood streets designed for pedestrian safety (Mobility Element Sections A and C and Urban Design Element Section B);
- Neighborhoods where residents have easy and convenient access to healthy food choices⁴ (see Conservation Element, Section L).

The policies below address safety, accessibility, connectivity, and walkability goals. More specific actions to implement these policies are recommended to be included in a citywide Pedestrian Master Plan (PMP). The PMP will identify and prioritize pedestrian improvement projects based on technical analysis and community input. The PMP is intended to be

¹ Lawrence F, Sallis J, Conway T, et al. *Many Pathways from Land Use to Health*. Journal of the American Planning Association. 2006;72:75-87.

² McGinnis M, Williams-Russo P, Knickman J. *The Case for more active policy attention to health promotion*. Health Affairs. 2002;21:78.

³ Saelens BE, Sallis JF, Black JB, et al. *Neighborhood-based differences in physical activity: an environmental scale evaluation*. American Journal of Public Health. 2003;93:1552-8.

⁴ Flournoy R, Treuhaft S. *Healthy Food, Healthy Communities: Improving Access and Opportunities Through Food Retailing*. PolicyLink 2005. Accessed at <http://www.policylink.org/pdfs/HealthyFoodHealthyCommunities.pdf>.



complementary to the community plans, recognizing that not all community plans currently address pedestrian issues.

Policies

Safety and Accessibility

ME-A.1. Design and operate sidewalks, streets, and intersections to emphasize pedestrian safety and comfort through a variety of street design and traffic management solutions, including but not limited to those described in the Pedestrian Improvements Toolbox, Table ME-1.

ME-A.2. Design and implement safe pedestrian routes.

- a. Collaborate with appropriate community groups, and other interested private and public sector groups or individuals to design and implement safe pedestrian routes to schools, transit, and other highly frequented destinations. Implement needed improvements and programs such as wider and non-contiguous sidewalks, more visible pedestrian crossings, traffic enforcement, traffic calming, street and pedestrian lighting, pedestrian trails, and educating children on traffic and bicycle safety.
- b. Promote "Walking School Bus" efforts where parents or other responsible adults share the responsibility of escorting children to and from school by foot or bicycle.
- c. When new schools are planned, work with school districts and affected communities to locate schools so that the number of students who can walk to school safely is maximized.
- d. Implement Crime Prevention Through Environmental Design (CPTED) measures to reduce the threat and incidence of crime in the pedestrian environment (see also Urban Design Element, Policy UD-A.17).



Safe Routes to Schools



- e. Ensure that there are adequate law enforcement, code enforcement, and litter and graffiti control to maintain safe and attractive neighborhoods.
 - f. Provide adequate levels of lighting for pedestrian safety and comfort.
- ME-A.3. Engage in a public education campaign to increase drivers' awareness of pedestrians and bicyclists, and to encourage more courteous driving.
- ME-A.4. Make sidewalks and street crossings accessible to pedestrians of all abilities.
- a. Meet or exceed all federal and state requirements.
 - b. Provide special attention to the needs of children, the elderly, and people with disabilities.
 - c. Maintain pedestrian facilities to be free of damage or trip hazards.
- ME-A.5. Provide adequate sidewalk widths and clear path of travel as determined by street classification, adjoining land uses, and expected pedestrian usage.
- a. Minimize obstructions and barriers that inhibit pedestrian circulation.
 - b. Consider pedestrian impacts when designing the width and number of driveways within a street segment.

Connectivity

- ME-A.6. Work toward achieving a complete, functional and interconnected pedestrian network.
- a. Ensure that pedestrian facilities such as sidewalks, trails, bridges, pedestrian-oriented and street lighting, ramps, stairways and other facilities are implemented as needed to support pedestrian circulation. Additional examples of pedestrian facilities are provided in the Pedestrian Improvements Toolbox, Table ME-1.



North Park pedestrian breakthroughs

- 1. Close gaps in the sidewalk network.
- 2. Provide convenient pedestrian connections between land uses, including shortcuts where possible.



3. Design grading plans to provide convenient and accessible pedestrian connections from new development to adjacent uses and streets.
- b. Link sidewalks, pedestrian paths and multi-purpose trails into a continuous region-wide network where possible (see also Recreation Element, Policy RE-D.6).
- c. Provide and maintain trash and recycling receptacles, and restrooms available to the public where needed.
- d. Address pedestrian needs as an integral component of community and public facilities financing plan updates and amendments, other planning studies and programs, and the development project review process.
- e. Routinely accommodate pedestrian facilities and amenities into private and public plans and projects.

Walkability

ME-A.7. Improve walkability through the pedestrian-oriented design of public and private projects in areas where higher levels of pedestrian activity are present or desired.

- a. Enhance streets and other public rights-of-way with amenities such as street trees, benches, plazas, public art or other measures including, but not limited to those described in the Pedestrian Improvement Toolbox, Table ME-1 (see also Urban Design Element, Policy UD-A.10).
- b. Design site plans and structures with pedestrian-oriented features (see also Urban Design Element, Policies UD-A.6, UD-B.4, and UD-C.6).
- c. Encourage the use of non-contiguous sidewalk design where appropriate to help separate pedestrians from auto traffic. In some areas, contiguous sidewalks with trees planted in grates adjacent to the street may be a preferable design.
- d. Enhance alleys as secure pathways to provide additional pedestrian connections.
- e. Implement traffic calming measures to improve walkability in accordance with Policy ME-C.5.





- f. When existing sidewalks are repaired or replaced, take care to retain sidewalk stamps and imprints that are indicators of the age of a particular neighborhood, or that contribute to the historic character of a neighborhood.

ME-A.8. Encourage a mix of uses in villages, commercial centers, transit corridors, employment centers and other areas as identified in community plans so that it is possible for a greater number of short trips to be made by walking.

ME.A.9. Continue to collaborate with regional agencies, school districts, community planning groups, community activists, public health professionals, developers, law and code enforcement officials, and others, to better realize the mobility, environmental, social, and health benefits of walkable communities.

TABLE ME-1 Pedestrian Improvement Toolbox

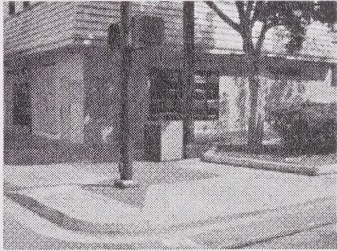
Pedestrian Improvement	Description	Illustration
Accessible Pedestrian Traffic Signal	Accessible Pedestrian Traffic Signals are devices that communicate information about pedestrian timing in nonvisual format such as audible tones, verbal messages, and/or vibrating surfaces.	
Connection Pathway for Pedestrians	Connection Pathways for Pedestrians provide a more direct access between streets that do not connect.	
Curb Radius Reduction	Curb Radius Reductions provide tighter corner radii at intersections. This treatment reduces the speeds of right-turning vehicles, increases the visibility of pedestrians to drivers, and reduces the crossing distance for pedestrians.	



TABLE ME-1 Pedestrian Improvement Toolbox

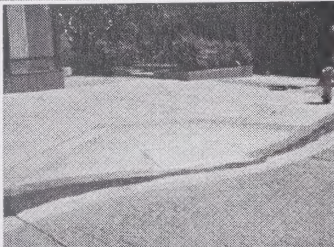
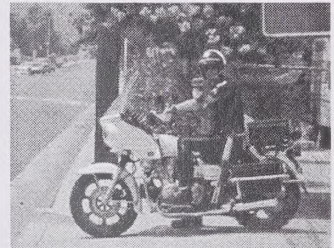
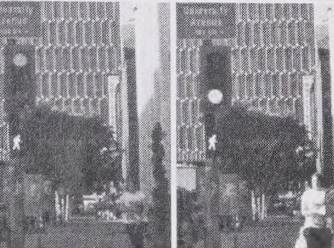
Pedestrian Improvement	Description	Illustration
Curb Ramp	A Curb Ramp is a combined ramp and landing that provides an accessible transition between the high and low sides of a curb. Curb ramps provide street and sidewalk access to pedestrians using wheelchairs.	
Education, Encouragement, and Awareness Programs	Education, Encouragement and Awareness Programs include activities at local schools that teach children about pedestrian safety, programs that encourage walking to school or work, and traffic safety awareness campaigns.	
Enforcement	Enforcement requires the presence of police officers to monitor and enforce speed limits and other traffic regulations. Enforcement is used to improve compliance with traffic laws.	
High-Visibility Crosswalk Striping	High Visibility Crosswalk Striping such as zebra or ladder-style markings improve visibility of crosswalks to drivers.	
Lead Pedestrian Interval at Traffic Signals	Lead Pedestrian Intervals at Traffic Signals enable pedestrians to establish themselves in the crosswalk before concurrent traffic movements get a green indication. This reduces conflicts between pedestrians and turning vehicles.	


TABLE ME-1 Pedestrian Improvement Toolbox

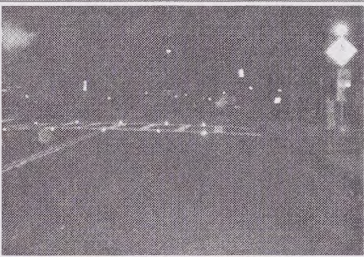
Pedestrian Improvement	Description	Illustration
Marked Crosswalks with In-Pavement Flashers	Marked Crosswalks with In-Pavement Flashers are highly visible and warn drivers that pedestrians are present in the crosswalk.	
On-Street Parking	On-Street Parking provides a buffer between pedestrians on the sidewalk and moving vehicles.	
Pedestrian Countdown Display at Traffic Signals	Pedestrian Countdown Displays at Traffic Signals let pedestrians know how much crossing time remains.	
Planting Strip/Parkway Planting	A Planting Strip/Parkway Planting along the sidewalk sets the pedestrian path away from the roadway, provides a buffer between pedestrians and moving vehicles, and is aesthetically pleasing.	
Pedestrian-Scale Lighting	Pedestrian-Scale Lighting improves visibility and security.	



TABLE ME-1 Pedestrian Improvement Toolbox

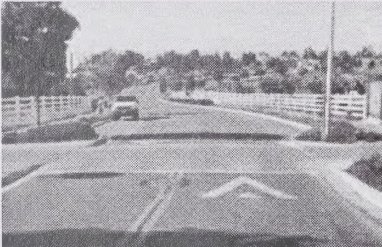
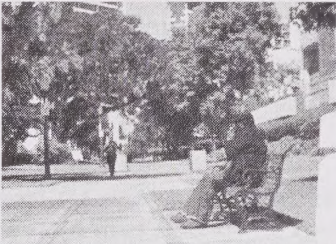
Pedestrian Improvement	Description	Illustration
Pedestrian Bridge/Grade Separation	Pedestrian Bridges/Grade Separations eliminate conflicts between vehicles and pedestrians.	
Pop-out/Bulb-out/Curb Extension	Bulb-outs, also known as Pop-Outs and Curb Extensions, narrow the width of street at an intersection by extending the curb into roadway at the corner(s) of an intersection. This reduces the speeds of right-turning vehicles, increases the visibility of pedestrians to drivers, and creates a shorter crossing distance, reducing pedestrians' exposure to moving vehicles.	
Raised Crosswalks	Raised Crosswalks have ramps on both sides of the flat crosswalk surface. The vertical deflection encourages traffic to slow down while markings increase visibility of the crosswalk to drivers.	
Raised Median Pedestrian Refuge	Raised Median Pedestrian Refuges are used to reduce pedestrian exposure to moving vehicles, and provide a refuge in the middle of the street. This allows the pedestrian to identify a safe gap and cross one direction of traffic at a time.	
Sidewalk	Sidewalks are walkways that parallel vehicle roadways. Contiguous sidewalks have the pedestrian path of travel immediately adjacent to the curb. Non-contiguous sidewalks have the pedestrian path of travel separated from the curb by a planting strip.	


TABLE ME-1 Pedestrian Improvement Toolbox

Pedestrian Improvement	Description	Illustration
Street Furnishings for Comfort	Street Furnishings such as benches and other amenities improve the pedestrian environment.	
Trees for Shade	Canopy Trees provide protection from the sun. When trees are located between the sidewalk and roadway, they provide a buffer between pedestrians and moving vehicles.	
Traffic Controls	Traffic Controls such as stop signs and traffic signals assign right-of way.	
Turn Restrictions	Turn Restrictions may be used at intersections to reduce or eliminate vehicle conflicts with pedestrians.	
Walkways	Walkways are prepared exterior routes designed to provide pedestrian accessibility. They are general pedestrian routes, including plazas, courts and sidewalks.	



B. Transit First

Goals

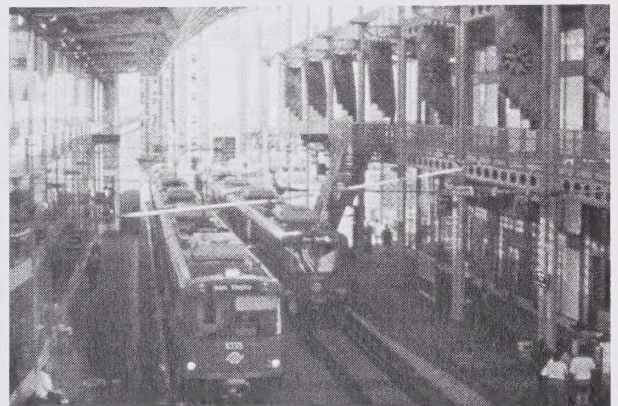
- ◆ An attractive and convenient transit system that is the first choice of travel for many of the trips made in the City.
- ◆ Increased transit ridership.

Discussion

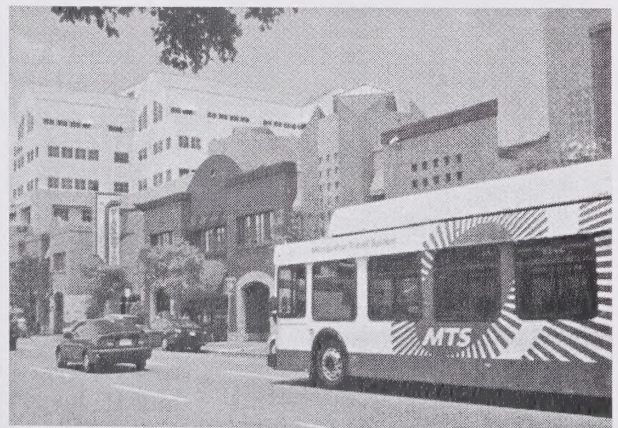
A primary strategy of the General Plan is to reduce dependence on the automobile in order to achieve multiple and inter-related goals including: increasing mobility, preserving and enhancing neighborhood character, improving air quality, reducing storm water runoff, reducing paved surfaces, and fostering compact development and a more walkable city. Expanding transit services is an essential component of this strategy.

Regional Collaboration

The Regional Transit Vision (RTV), adopted as a part of the 2030 Regional Transportation Plan (RTP), calls for development of a fast, flexible, reliable and convenient transit system that connects the region's major employment and activity centers with a rich network of transit services, and improves the quality of the travel experience for transit patrons. Under this vision, transit and land use will be tightly linked, with transit stations integrated into walkable, transit-oriented neighborhoods and centers. In addition to the existing and planned light and commuter rail networks the vision incorporates the use of Bus Rapid Transit (BRT) vehicles. The BRT vehicles have the flexibility of standard buses, but have the look and feel of rail vehicles. Greater use of low-floor transit vehicles and smart fare cards will allow for easier and speedier passenger boarding. Upgraded stations and real-time information will let patrons know when the next vehicle will be arriving. Continued refinements of the RTV are expected to occur over time as additional transit-related research and analysis takes place.



The American Plaza Trolley Station downtown provides an architecturally integrated, "front door" experience for transit patrons.



Local bus service improvements are needed to create a high-frequency urban network of transit routes.

Photo by MTS/Brett Shoaf



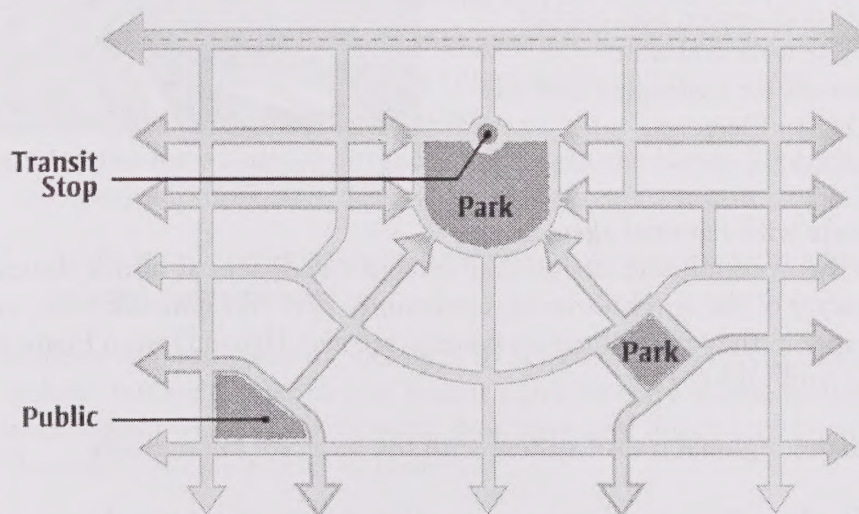
Successful implementation of capital, operational, and station area improvements is intended to result in a transit system that is so attractive and convenient that transit will become the first choice of travel for many of the trips made in the region. Regional transit connectivity is to be provided through regional, corridor, local, and neighborhood transit services. Local and neighborhood services serve local trips, and may also provide linkages to regional and corridor services.

Transit Supportive City Land Use Planning

The Transit/Land Use Connections Map (Figure ME-1) shows lines that are a part of the urban network adopted by the Metropolitan Transit System in 2006 and the land uses that these routes serve. Urban Network routes operate with service frequencies of 15 minutes throughout most of the day. Peak hour service frequencies may be greater to handle demand, while late evening service may be less.

The Transit/Land Use Connections Map also shows planned rail and bus rapid transit routes that were adopted in the RTP Mobility 2030 transit network in the City of San Diego. The State Route 56 and Carroll Canyon corridors are shown as areas where the City will continue to work with SANDAG to plan for future transit service for existing and planned transit-oriented developments in these corridors.

The City of Villages strategy supports expansion of the transit system by calling for villages, employment centers, and other higher-intensity uses to be located in areas that can be served by high quality transit services. This will allow more people to live and work within walking distance of transit. The General Plan also supports transit through policies supportive of transit and pedestrian-oriented design, and implementation of transit priority measures.



Transit-Oriented Development Example of Street and Public Spaces Layout



Policies

Regional Agency Collaboration

- ME-B.1. Work closely with regional agencies and others to increase transit ridership and mode share through increased transit service accessibility, frequency, connectivity, and availability.
- Develop an urban network of routes that operate with a base, mid-day service frequency of ten-minute intervals or better.
 - Provide transit routes that offer efficient connections between highly frequented origins and destinations.
 - Enhance overall transit customer experience through attention to safety, station areas, vehicles, seating, and other factors.
- ME-B.2. Support the provision of higher-frequency transit service and capital investments to benefit higher-density residential or mixed-use areas; higher-intensity employment areas and activity centers; and community plan-identified neighborhood, community, and urban villages; and transit-oriented development areas.
- ME-B.3. Design and locate transit stops/stations to provide convenient access to high activity/density areas, respect neighborhood and activity center character, implement community plan recommendations, enhance the users' personal experience of each neighborhood/center, and contain comfortable walk and wait environments for customers (see also Urban Design Element, Policy UD-A.9).
- 
- Transit lane simulation*
- ME-B.4. Collaborate with regional agencies to evaluate the need for, and design of, park-and-ride spaces at transit stations based on the character of the neighborhood, community plan recommendations, and the stations role in the regional transit system (see also Urban Design Element, Policies UD-A.11 and UD-A.12).
- ME-B.5. Integrate the regional transit system with the intercity rail network.
- ME-B.6. Work closely with regional agencies to achieve a transit system that is accessible to persons with disabilities.



- ME-B.7. Support efforts to develop additional transportation options for non-driving older adults and persons with disabilities, including:
- Expansion of the regional database of public and private/nonprofit transportation providers;
 - Development of innovative programs to link a wide range of transportation providers with persons in need; and
 - Identification of transportation providers and programs that could assist in evacuating persons in need, as a part of emergency and disaster preparedness plans that are referenced in the Public Facilities Element, Section P (see also Land Use Element, Policy LU-I.10).
- ME-B.8. Support efforts to use alternative fuels in transit vehicles to help implement air quality and energy conservation goals.

Transit Supportive City Land Use Planning

- ME-B.9. Make transit planning an integral component of long range planning documents and the development review process.
- a. Identify recommended transit routes and stops/stations as a part of the preparation of community plans and community plan amendments, and through the development review process.
 - b. Plan for transit-supportive villages, transit corridors, and other higher-intensity uses in areas that are served by existing or planned higher-quality transit services, in accordance with Land Use and Community Planning Element, Sections A and C.
 - c. Proactively seek reservations or dedications of right-of-way along transit routes and stations through the planning and development review process.
 - d. Locate new public facilities that generate large numbers of person trips, such as libraries, community service centers, and some recreational facilities in areas with existing or planned transit access.
 - e. Design for walkability in accordance with the Urban Design Element, as pedestrian supportive design also helps create a transit supportive environment.
 - f. Address rail corridor safety in the design of development adjacent to or near railroad rights-of-way.
- ME-B.10. Implement transit priority measures to help bypass congested areas. Priority measures include, but are not limited to, transit signal priority, queue jumpers, exclusive transit lanes, transit ways, use of freeway shoulders, and direct access ramps to freeway High Occupancy Vehicle (HOV) facilities.



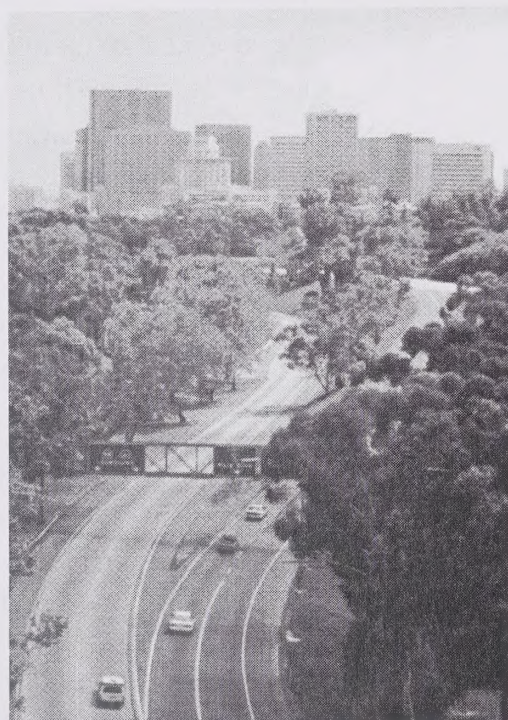
C. Street and Freeway System

Goals

- ◆ A street and freeway system that balances the needs of multiple users of the public right-of-way.
- ◆ An interconnected street system that provides multiple linkages within and between communities.
- ◆ Vehicle congestion relief.
- ◆ Safe and efficient street design that minimizes environmental and neighborhood impacts.
- ◆ Well maintained streets.

Discussion

Streets and freeways comprise the framework of our transportation system and play a major role in shaping the form of the City. The quality of the roadway system affects us whether we travel by automobile, transit, bicycle, or foot, and influences which mode of travel we choose.



State Route 163

Transportation System Planning

The Regional Transportation Plan (RTP) is a comprehensive plan for major transportation projects in the San Diego region. The RTP places a high priority on improvements to the freeways and state highways, transit services, and arterial roads that accommodate the largest volumes of regional trips. Freeway improvements are planned or underway for segments of Interstates 5, 15, and 805, State Routes 52, 54, 56, 94, and 125, as well as the construction of Routes 905 and 11 along the U.S. - Mexico Border. The RTP includes an extensive Managed Lanes/High Occupancy Vehicle (HOV) network that provides priority access for Bus Rapid Transit and ride sharing. The California Department of Transportation (Caltrans) manages California's highway and freeway lanes among other responsibilities. Work on state freeways and highways is to be done in accordance with Caltrans standards. In addition to freeway construction, the RTP calls for efficiency improvements using system and transportation demand management strategies, transit service improvements, bicycling and walking infrastructure improvements, and support for transit-oriented design and development.



Streets and freeways within the City of San Diego are shown on the General Plan Land Use and Street System map (Land Use Element, Figure LU-2). This map includes the freeways, expressways, and arterial, major and collector streets needed to serve vehicular transportation demand resulting from the buildout of the City of San Diego in accordance with this General Plan. A finer level of street system details may be provided at the community plan level. As part of community plan updates, land use and street network alternatives are analyzed using transportation models and software to estimate traffic generation, forecast traffic volumes and evaluate levels of service on the transportation system for each alternative. Adopted community plans specify the planned system of classified streets within the local community.

Street Layout, Design, Operations and Maintenance

Street design (and redesign) affects how streets look and function in communities and in the City as a whole. The City of San Diego's Street Design Manual (2002) contains guidelines for the physical design of streets that consider the needs of all users of the public right-of-way. The manual includes provisions for street trees, traffic calming, and pedestrian design guidelines, and addresses how to create streets that are important public places. The Street Design Manual guidelines apply to newly developing areas and, as appropriate, to older areas undergoing redevelopment construction and whenever improvements are made to existing facilities. Opportunities for change exist when roadway improvement plans are designed to serve development projects (new growth, infill or redevelopment) and through capital improvement projects.

Travel choices and routes are affected by the connectivity of the overall street network, in addition to the design of individual streets. A high degree of connectivity is desirable as it allows for shorter travel distances between destinations and greater dispersal of traffic. Travelers benefit from shorter trips and multiple route options, and are more likely to walk or bicycle if distances are short.

While vehicle congestion relief is an overall goal of the Mobility Element, the degree of acceptable vehicle congestion will vary in different locations based on the function of the roadway and the desired community character. Decisions that must balance the benefits and impacts of designing our transportation system for multiple modes of transportation will need to be made at the community plan or project level.

Maintenance of the City's circulation system is a critical City function that enhances safety, efficiency, and capacity of the circulation system thus enhancing mobility. Established industry metrics and benchmarking with similar municipalities, and regular assessment of system conditions form the basis for determining the level of City resources that are allocated to maintain baseline standards.

The quality of our traveling experience is also influenced by the scenic quality of the area traversed. San Diego enjoys many scenic vistas of our coastline, canyons, and other open spaces. Scenic highways and routes provide an opportunity for people to experience these views while traveling through the City.



Policies

Transportation System Planning

- ME-C.1. Identify the general location and extent of streets, sidewalks, trails, and other transportation facilities and services needed to enhance mobility in community plans.
- Protect and seek dedication or reservation of right-of-way for planned transportation facilities through the planning and development review process.
 - Implement street improvements and multi-modal transportation improvements as needed with new development and as areas redevelop over time.
 - Identify streets or street segments where special design treatments are desired to achieve community goals.
 - Identify streets or street segments, if any, where higher levels of vehicle congestion are acceptable in order to achieve vibrant community centers, increase transit-orientation, preserve or create streetscape character, or support other community-specific objectives.
 - Increase public input in transportation decision-making, including seeking input from multiple communities where transportation issues cross community boundaries.
- ME-C.2. Provide adequate capacity and reduce congestion for all modes of transportation on the street and freeway system.
- Identify the City of San Diego's priorities for transportation infrastructure projects.
 - Provide the City's identified priorities for transportation infrastructure projects to SANDAG and Caltrans for funding purposes.
 - Work with SANDAG and Caltrans towards the implementation of the City's identified priorities for transportation infrastructure projects (see also Public Facilities Element, Policy PF-B.3).
 - Collaborate with SANDAG and Caltrans to ensure that relevant General Plan policies and community plan-identified street networks are reflected in regional and state plans and programs.
 - Provide rights-of-way for designated HOV facilities and transit facilities on City streets where feasible.
 - Evaluate RTP proposals for new or redesigned streets and freeways on the basis of demonstrated need and consistency with General Plan policies and community plan facility recommendations.



Street Layout, Design and Operations

- ME-C.3. Design an interconnected street network within and between communities, which includes pedestrian and bicycle access, while minimizing landform and community character impacts.
- a. Identify locations where the connectivity of the street network could be improved through the community plan update and amendment process, the Regional Transportation Plan update process, and through discretionary project review (see also Urban Design Element, Policy UD-B.5).
 - b. Use local and collector streets to form a network of connections to disperse traffic and give people a choice of routes to neighborhood destinations such as schools, parks, and village centers. This network should also be designed to control traffic volumes and speeds through residential neighborhoods.
 1. In newly developing areas or in large-scale redevelopment/infill projects, strive for blocks along local and collector streets to have a maximum perimeter of 1,800 feet.
 2. When designing modifications/improvements to an existing street system, enhance street or pedestrian connections where possible.
 - c. Provide direct and multiple street and sidewalk connections within development projects, to neighboring projects, and to the community at large.
 - d. Where possible, design or redesign the street network, so that wide arterial streets do not form barriers to pedestrian traffic and community cohesiveness.
- ME-C.4. Improve operations and maintenance on City streets and sidewalks.
- a. Regularly optimize traffic signal timing and coordination to improve circulation. Implement new signal and intersection technologies that improve pedestrian, bicycle, and vehicular safety while improving overall circulation.
 - b. Adequately maintain the transportation system through regular preventative maintenance and repair, and life cycle replacement.
 - c. Encourage community participation in planning, assessing, and prioritizing the life cycle management of the circulation system.
 - d. When new streets and sidewalks are built and as existing streets and sidewalks are modified - design, construct, operate, and maintain them to accommodate and balance service to all users/modes (including walking, bicycling, transit, high occupancy vehicles (HOVs), autos, trucks, automated waste and recycling collection vehicles, and emergency vehicles).
 - e. Continue to pursue adequate maintenance of sidewalks by property owners and investigate new approaches to facilitate improved sidewalk maintenance citywide.



- ME-C.5. Install traffic calming measures as appropriate in accordance with site-specific recommendations which may include, but are not limited to, those identified on Table ME-2, to increase the safety and enhance the livability of communities.
- Use traffic calming techniques in appropriate locations to reduce vehicle speeds or discourage shortcutting traffic.
 - Choose traffic calming devices to best fit the situations for which they are intended.
 - Place traffic-calming devices so that the full benefit of calming will be realized with little or no negative effect upon the overall safety or quality of the roadway.
 - Design traffic calming devices appropriately, including consideration for: accessibility; drainage; underground utilities; adequate visibility; the needs of emergency, sanitation, and transit vehicles; and landscape.
 - Weigh any potential undesired effects of traffic calming devices (such as increased travel times, emergency response times, noise, and traffic diversion) against their prescribed benefits.
- ME-C.6. Locate and design new streets and freeways and, to the extent practicable, improve existing facilities to: respect the natural environment, scenic character, and community character of the area traversed; and to meet safety standards.
- Establish general road alignments and grades that respect the natural environment and scenic character of the area traversed. This could be accomplished through use of a modified or truncated grid system.
 - Design roadways and road improvements to maintain and enhance neighborhood character.
 - Design streets and highways that incorporate physical elements to improve the visual aspects of roadways.
 - Provide adequate rights-of-way for scenic lookouts, and obtain scenic easements to ensure the preservation of scenic views.
 - Preserve trees and other aesthetic and traffic calming features in the median and along the roadside.
 - Avoid or minimize disturbances to natural landforms.
 - Contour manufactured slopes to blend with the natural topography.
 - Promptly replant exposed slopes and graded areas to avoid erosion.



Greater North Park, interconnected street network



- i. Employ landscaping to enhance or screen views as appropriate.
- j. Select landscape designs and materials on the basis of their aesthetic qualities, compatibility with the surrounding area, and low water demand and maintenance requirements.
- k. Utilize signs, lights, furniture, and other accessories suitable for the location.
- l. Place utility lines underground.
- m. Emphasize aesthetics and noise reduction in the design, improvement, and operation of streets and highways.
- n. Avoid frequent driveway curb cuts that create conflict points between autos and pedestrians.

ME-C.7. Preserve and protect scenic vistas along public roadways.

- a. Identify state highways where the City desires to preserve scenic qualities and work with Caltrans to pursue official scenic highway designation.
- b. Designate scenic routes along City streets to showcase scenic vistas and to link points of visitor interest.
- c. Adopt measures to protect aesthetic qualities within scenic highways and routes.

Project Review Considerations

ME-C.8. Implement Traffic Impact Study Guidelines that address site and community specific issues.

- a. Give consideration to the role of alternative modes of transportation and transportation demand management (TDM) plans in addressing development project traffic impacts.
- b. Consider the results of site-specific studies or reports that justify vehicle trip reductions (see also ME-E.7).
- c. Implement best practices for multi-modal quality/level of service analysis guidelines to evaluate potential transportation impacts and determine appropriate mitigation measures from a multi-modal perspective.

ME-C.9. Implement best practices for multi-modal quality/level of service analysis guidelines to evaluate potential transportation improvements from a multi-modal perspective in order to determine optimal improvements that balance the needs of all users of the right of way.

ME-C.10 Provide transportation facilities to serve new growth in accordance with Policies ME-K.4-K.6, and Public Facilities Element, Sections A-C.



TABLE ME-2 Traffic Calming Toolbox

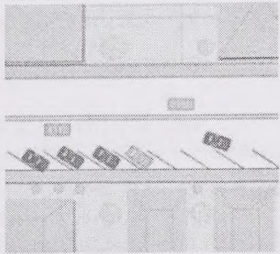
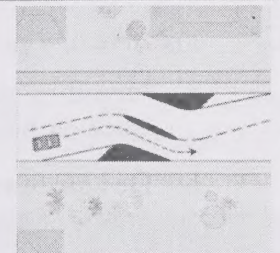
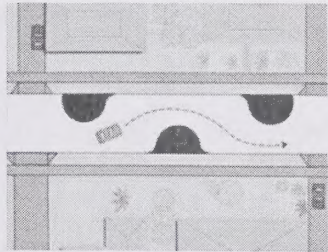
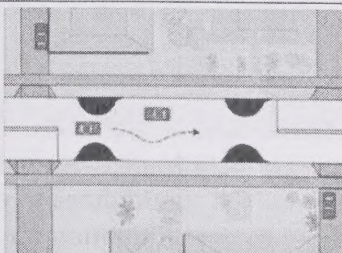
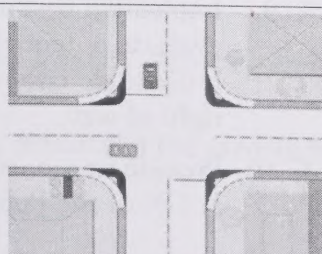
Traffic Calming Tool	Description	Illustration
<i>Speed Control Tools</i>		
Angled Parking	Angled Parking is generally used to increase the number of on-street parking spaces. However, a positive by-product can be a reduction in vehicle speeds due to narrowing of the travelway and driver anticipation of vehicles backing out of parking spaces.	
Angled Slow Point	Angled Slow Points are created by installing triangular curb extensions on opposite sides of the road. This creates a narrow travelway between the extensions that deflects approaching vehicles' paths of travel. Drivers must slow down to maneuver through the curves to negotiate this device.	
Chicane	Chicanes are created by installing a series of two or more curb extensions, alternating from one side of the roadway to the other. This creates an S-shaped path of travel for vehicles. To reduce speeds, chicanes rely on a curvilinear path and potential conflicts between opposing traffic.	
Choker	Chokers are created by installing curb extensions at opposing locations on a roadway. This narrows the travelway, but maintains two-way traffic. This device works best at mid-block locations that have volumes sufficient enough that opposing traffic would be approaching or passing through the choker at the same time.	
Curb Radius Reduction	Curb Radius Reductions provide tighter corner radii at intersections. This treatment reduces the speeds of right-turning vehicles, increases the visibility of pedestrians to drivers, and reduces the crossing distance for pedestrians.	


TABLE ME-2 Traffic Calming Toolbox (continued)

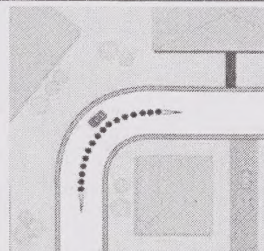
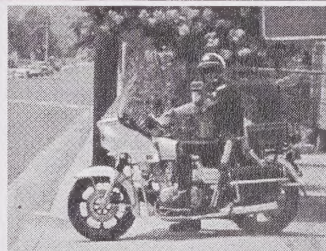
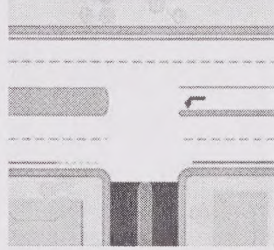
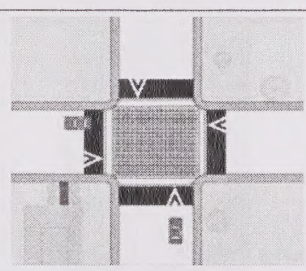
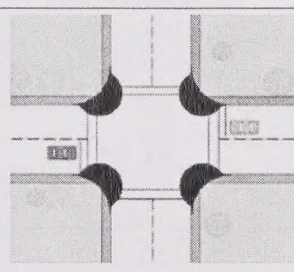
Traffic Calming Tool	Description	Illustration
<i>Speed Control Tools</i>		
Curve Treatment	Curve Treatments such as raised median or raised pavement markers placed along the centerline of a sharp curve will prevent or discourage vehicles from cutting across the centerline and into the opposing travel lane. Vehicle speeds are generally reduced due to the shorter radius of the vehicle path around the curve.	
Enforcement	Enforcement requires the presence of police officers to monitor and enforce speed limits and other traffic regulations. Enforcement is used to improve compliance with traffic laws.	
Gateway/Entrance Treatment	Gateway/Entrance Features may be used on local streets at their intersections with collector, major, or arterial streets. They alert the driver that they are entering a residential neighborhood. A typical gateway treatment may include a center median with a specimen tree or neighborhood sign and textured roadway pavement.	
Intersection Table/Raised Intersection	Intersection Tables/Raised Intersections are created by raising the roadway within the intersection to be level with the sidewalks. Ramped edges on all approaches and exits encouraging drivers to slow down as they drive through the intersection.	
Pop-out/Bulb-out/Curb Extension	Bulb-outs, also known as Pop-Outs and Curb Extensions, narrow the width of a street at an intersection by extending the curb into roadway at the corner(s) of an intersection. This reduces the speed of right-turning vehicles, increases the visibility of pedestrians to drivers, and creates a shorter crossing distance, reducing pedestrians' exposure to moving vehicles.	



TABLE ME-2 Traffic Calming Toolbox (continued)

Traffic Calming Tool	Description	Illustration
<i>Speed Control Tools</i>		
Radar Speed Trailer	Radar Speed Trailers are used to make drivers aware of their speeds, usually as they travel on residential streets. Radar speed trailers are mobile and can be used as a temporary measure to reduce speeding.	
Raised Crosswalk	Raised Crosswalks have ramps on both sides of the flat crosswalk surface. The vertical deflection encourages traffic to slow down while markings increase visibility of the crosswalk to drivers.	
Raised Median Pedestrian Refuge	Raised Median Pedestrian Refuges are used to reduce pedestrian exposure to moving vehicles and provide a refuge in the middle of the street. This allows the pedestrian to identify a safe gap and cross one direction of traffic at a time.	
Realigned T-Intersection	Realigned T-Intersections have a bulb-out in the intersection to deflect the through movements so they will follow a curvilinear path. Medians may also be installed on the through street approaches to guide traffic through the intersection.	
Roadway Striping	Roadway Striping changes the appearance of the roadway, encouraging drivers to remain in designated travel lanes. Striping an existing roadway to delineate bicycle lanes, on-street parking areas, or shoulders along curves, also narrows the vehicle travel lanes which may reduce speeds.	

**TABLE ME-2 Traffic Calming Toolbox (continued)**

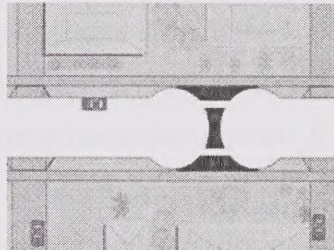
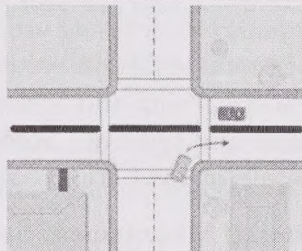
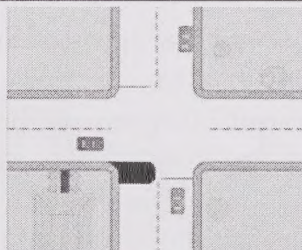
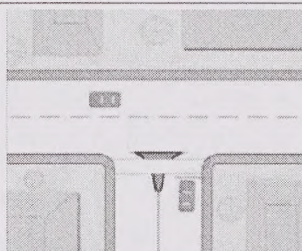
Traffic Calming Tool	Description	Illustration
<i>Speed Control Tools</i>		
Roundabout	A Roundabout is a type of intersection in which traffic flows counter-clockwise around a circular raised center island. Drivers entering the roundabout yield to traffic already circulating within the intersection. Vehicle speeds are reduced due to the curvilinear path of travel. Pedestrian crosswalks are set back from the intersection and use splitter islands to provide a pedestrian refuge.	
Short Intersection Median/Median Slow Point	Short Intersection Medians or Median Slow Points are installed at intersection approaches to prevent turning vehicles from encroaching into opposing travel lanes and to reduce the vehicle turning radius which reduces speeds of turning vehicles.	
Signage	Signage comes in various forms to provide regulations, warnings, and guidance information for road users.	
Speed Feedback Signs	Permanent Speed Feedback Signs are used to make drivers aware of their speeds. These signs are set up permanently for a more lasting effect than is provided by the temporary radar speed trailer.	
Speed Hump	Speed Humps are vertical deflection devices placed on top of the roadway to reduce speeding. They generally span the width of the road, are approximately 3.5 inches high and 12 feet long with a parabolic cross section.	



TABLE ME-2 Traffic Calming Toolbox (continued)

Traffic Calming Tool	Description	Illustration
<i>Speed Control Tools</i>		
Speed Lump	Speed Lumps are vertical deflection devices placed on top of the roadway to reduce speeding similar to Speed Humps. Speed lumps have two tire cut-outs to allow an emergency vehicle's tire path to traverse the lump virtually unimpeded.	
Speed Table	Speed Tables are vertical deflection devices that have ramps on both sides of a flat surface. The vertical deflection encourages traffic to slow down.	
Traffic Circle	A Traffic Circle is a circular island placed in the center of an intersection. Traffic flows counter-clockwise around the island with drivers yielding to vehicles already circulating within the intersection. Vehicle speeds are reduced due to the horizontal deflection required to drive through the intersection.	
<i>Volume Control Tools</i>		
Diagonal Diverter	Diagonal Diverters are barriers constructed across a four-legged intersection blocking the through movements.	


TABLE ME-2 Traffic Calming Toolbox (continued)

Traffic Calming Tool	Description	Illustration
<i>Volume Control Tools</i>		
Full Street Closure/Cul-De-Sac	A Full Street Closure/Cul-de-Sac is created by constructing a barrier across an entire street, closing the street to all through vehicular traffic with considerations to maintain pedestrian, bicycle, and emergency vehicle access.	
Median Barrier	Median Barriers/Channelization help prevent cut-through traffic in residential neighborhoods. The raised median is used on the major street, restricting traffic from continuing from one residential neighborhood to the next. The median barrier also restricts left-turns to and from the major street.	
Partial Street Closure/Semi-Diverter	Partial Street Closures/Semi-Diversers are barriers that block one direction of travel to restrict vehicular access to or from a street while maintaining pedestrian and bicycle access.	
Right-In/Right-Out Island	Right-In/Right-Out Islands restrict left-turns into and out of a particular street. Rather than relying on a sign to discourage drivers from turning left, right-in/right-out islands force drivers to make the desired movement using a raised island.	
Turn Restriction	Turn Restrictions can help reduce cut-through traffic or eliminate turning movement conflicts. Turn restrictions, such as "No Right Turns 6AM-9AM" may help reduce traffic from cutting through a residential neighborhood to avoid a congested arterial.	



D. Intelligent Transportation Systems (ITS)

Goals

- ◆ A transportation system which operates efficiently saves energy and reduces negative environmental impacts.
- ◆ A safe transportation system.
- ◆ A transportation system that effectively uses appropriate technologies.

Discussion

Intelligent Transportation Systems (ITS) is defined as electronics, communications, or information processing used singly or in combination to improve the efficiency or safety of a surface transportation system. ITS include a broad range of applications in areas ranging from collision warning and commercial vehicle operations systems to freeway, transit, and arterial management systems. Some examples of ITS applications most relevant to transportation planning for the City of San Diego include:

- **Arterial Management Systems** - parking management, traffic control, transit priority measures, and information dissemination
- **Freeway Management Systems** - ramp control, lane management and information dissemination
- **Transit Management Systems** - fleet management, safety and security, and real-time information dissemination
- **Incident Management Systems** - surveillance and detection, mobilization and response, and information dissemination
- **Emergency Management Systems** - emergency operations and hazardous materials cleanup
- **Electronic Payment** - toll collection and transit off-vehicle and Smart Card fare payment
- **Traveler Information** - pre-trip and en-route information and tourism and event services
- **Crash Prevention and Safety** - intersection detection systems, pedestrian safety and bicycle warning systems

The San Diego Region ITS Strategic Plan is the region's guiding document for development of ITS. The City, with various partners, has been involved in successful ITS projects including dozens of traffic signal systems and communications projects, and the Mission Valley Event Management System that helps manage traffic during stadium events. Work is also proceeding on a Regional Arterial Management Systems project to allow cross-jurisdictional coordination of traffic signals, and sharing control of other traffic control devices. In addition, preliminary planning is underway for a Regional Operations Center, to serve as an intermodal transportation operations/management center for the City and transit operators.



Policies

- ME-D.1. Utilize the substantial regional Intelligent Transportation Systems (ITS) investments to achieve cost-effective improvements in transportation system performance and operations wherever possible.
- ME-D.2. Develop an ITS Plan for the City to facilitate effective implementation and operation of ITS in the City. The proposed ITS Plan should identify and prioritize specific short- and long-term ITS projects. Once identified, ITS projects should be strategically implemented as funding becomes incrementally available.
- ME-D.3. Participate in the design and development of the Regional Operations Center.
- ME-D.4. Automate the collection of real-time travel information regarding transportation system conditions and make the information available to users and operators.
- ME-D.5. Monitor and control traffic on City streets and coordinate traffic operations with other local agencies.
- ME-D.6. Support the use of technology to improve transit services through tracking vehicles, maintaining schedules, predicting demand, facilitating fare payment, and operating fleets more efficiently.



Transportation safety and efficiency can be improved through ITS measures such as providing drivers with real-time road condition information.



E. Transportation Demand Management

Goals

- ◆ Reduced single-occupant vehicle traffic on congested streets and freeways.
- ◆ Improved performance and efficiency of the street and freeway system, by means other than roadway widening or construction.
- ◆ Expanded travel options and improved personal mobility.

Discussion

Building additional street and freeway capacity to accommodate more vehicles will provide only partial relief to our traffic congestion problem. Transportation Demand Management (TDM) is a general term for strategies that assist in reducing the demand by single-occupant vehicles to increase the efficiency of existing transportation resources. TDM strategies are also a part of the City's overall effort to reduce vehicle emissions that degrade air quality and contribute to global climate change. These strategies are primarily directed at weekday commuters and are structured to:

- Improve transportation options and reduce use of single-occupant vehicle trips by encouraging alternative modes of travel such as carpooling, vanpooling, transit use, bicycling, and walking;
- Support the use of alternative modes of travel by encouraging on-site amenities, programs, and incentives such as the use of car sharing vehicles, bicycle lockers, food and child care services, guaranteed ride home programs, and commuter benefits;
- Alter the timing of travel to less congested time periods, through strategies such as alternative work schedules; or
- Reduce the number of commute trips through strategies such as telework, and alternative work schedules.

Vehicle trips and traffic congestion are regional and do not respect jurisdictional boundaries. A successful TDM program must be comprehensive and regional in scope with a clear, widely shared vision of potential benefits. SANDAG's regional TDM program establishes partnerships with employers to develop and implement employer commuter plans and programs. The City can support TDM through land use and parking strategies that require development project designs and features that are conducive to supporting alternative transportation options and development review policies that offer incentives to projects that implement TDM plans and programs. Employment areas that have large employers with a high concentration of employees, access to alternative modes of transportation and High Occupancy Vehicle (HOV) lanes, and a large number of employees commuting long or very short distances, have a greater potential to benefit from TDM strategies.



Policies

- ME-E.1. Support and implement TDM strategies including, but not limited to: alternative modes of transportation, alternative work schedules, and telework.
- ME-E.2. Maintain and enhance personal mobility options by supporting public and private transportation projects that will facilitate the implementation of Transportation Demand Management (TDM) strategies.
- ME-E.3. Emphasize the movement of people rather than vehicles.
- ME-E.4. Promote the most efficient use of the City's existing transportation network.
- ME-E.5. Support SANDAG's efforts to market TDM benefits to employers and identify strategies to reduce peak period employee commute trips.
- ME-E.6. Require new development to have site designs and on-site amenities that support alternative modes of transportation. Emphasize pedestrian and bicycle-friendly design, accessibility to transit, and provision of amenities that are supportive and conducive to implementing TDM strategies such as car sharing vehicles and parking spaces, bike lockers, preferred rideshare parking, showers and lockers, on-site food service, and child care, where appropriate.
- ME-E.7. Consider TDM programs with achievable trip reduction goals as partial mitigation for development project traffic and air quality impacts.
- ME-E.8. Monitor implementation of TDM programs to ensure effectiveness.



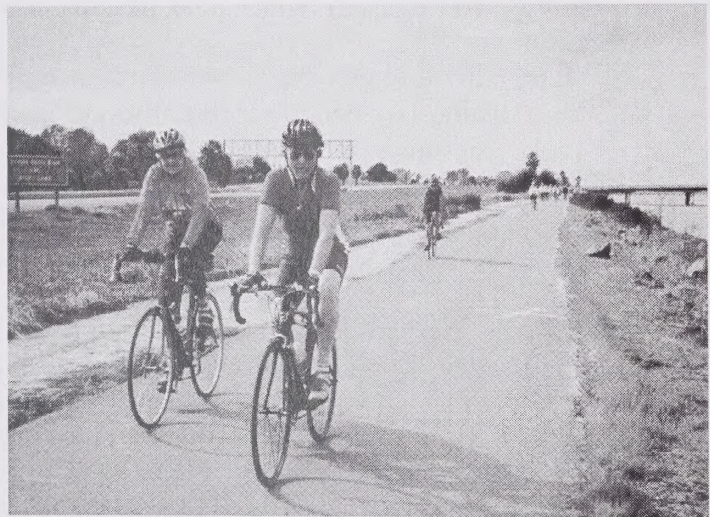
F. Bicycling

Goals

- ◆ A city where bicycling is a viable travel choice, particularly for trips of less than five miles.
- ◆ A safe and comprehensive local and regional bikeway network.
- ◆ Environmental quality, public health, recreation and mobility benefits through increased bicycling.

Discussion

Of all trips taken by all transportation modes, the average length is five miles - about a 30-minute bicycle ride. Many of these trips could be taken by bicycling, provided adequate consideration has been given to cycling infrastructure. Cyclists need safe bikeways that are connected to activity centers, easy access on public transit, convenient and secure bicycle parking, an educated driving public, and shower and locker facilities. Bicycling offers benefits to society as a whole as it is a non-polluting and sustainable form of transportation, and individual cyclists enjoy personal fitness and potential savings in gasoline and other auto-related expenses.



Development, maintenance, and support of the bicycle network are guided by the City's Bicycle Master Plan (BMP). The BMP contains detailed policies, action items, and network maps, and addresses issues such as bikeway planning, community involvement, facility design, bikeway classifications, multi-modal integration, safety and education, and support facilities (see Figure ME-2). The BMP is intended to provide a citywide perspective that is enhanced with more detailed community plan level recommendations and refinements. The BMP also identifies specific bicycling programs and addresses network implementation, maintenance and funding strategies. Key bicycling policies are stated below, and complementary policies can be found in Sections A, C, and E. In addition, the City of San Diego Street Design Manual outlines bikeway design requirements.



Policies

- ME-F.1. Implement the Bicycle Master Plan, which identifies existing and future needs, and provides specific recommendations for facilities and programs over the next 20 years.
- Update the plan periodically as required by Caltrans, in a manner consistent with General Plan goals and policies.
 - Coordinate with other local jurisdictions, SANDAG, schools, and community organizations to review and comment on bicycle issues of mutual concern.
 - Reference and refine the plan, as needed, in conjunction with community plan updates.
 - Improve connectivity of the multi-use trail network, for use by bicyclists and others as appropriate.
- ME-F.2. Identify and implement a network of bikeways that are feasible, fundable, and serve bicyclists' needs, especially for travel to employment centers, village centers, schools, commercial districts, transit stations, and institutions.
- Develop a bikeway network that is continuous, closes gaps in the existing system, improves safety, and serves important destinations.
 - Implement bicycle facilities based on a priority program that considers existing deficiencies, safety, commuting needs, connectivity of routes, and community input.
 - Recognize that bicyclists use all City roadways.
 - Design future roadways to accommodate bicycle travel; and
 - Upgrade existing roadways to enhance bicycle travel, where feasible.
- ME-F.3. Maintain and improve the quality, operation, and integrity of the bikeway network and roadways regularly used by bicyclists.
- ME-F.4. Provide safe, convenient, and adequate short- and long-term bicycle parking facilities and other bicycle amenities for employment, retail, multifamily housing, schools and colleges, and transit facility uses.
- Continue to require bicycle parking in commercial and multiple unit residential zones.
 - Provide bicycle facilities and amenities to help reduce the number of vehicle trips.





- ME-F.5. Increase the number of bicycle-transit trips by coordinating with transit agencies to provide safe routes to transit stops and stations, to provide secure bicycle parking facilities, and to accommodate bicycles on transit vehicles.
- ME-F.6. Develop and implement public education programs promoting bicycling and bicycle safety.
- Increase public awareness of the benefits of bicycling and the availability of resources and facilities.
 - Increase government and public recognition of bicyclists' right to use public roadways.

G. Parking Management

Goals

- ◆ Parking that is reasonably available when and where it is needed through management of the supply.
- ◆ Solutions to community-specific parking issues through implementation of a broad range of parking management tools and strategies.
- ◆ New development with adequate parking through the application of innovative citywide parking regulations.
- ◆ Increased land use efficiencies in the provision of parking.

Discussion

Greater management of parking spaces can help achieve mobility, environmental, and community development goals. The General Plan proposes broad policies that are intended to form the basis for more detailed parking solutions that will be tailored to meet the needs of specific communities or areas. Parking design is addressed in the Urban Design Element, Policies UD-A.11 and UD-A.12.

Motorists are accustomed to “free” parking at many destinations, but in reality no parking is without cost. The real cost of parking is paid by all of us through higher rents, lower salaries, higher costs of goods and services, or taxes – regardless of how many cars we own or how much we drive. This



This public parking lot in Ocean Beach serves many uses and is enhanced with public art.



TABLE ME-3 Parking Strategies Toolbox

Parking Tool	Description
<i>Supply</i>	<i>Ways to Increase parking availability</i>
Public parking facilities	Provides spaces for multiple users or purposes.
In-lieu fees	A fee paid by developers instead of providing parking spaces. Helps finance public or shared parking facilities.
Angle parking	Where street width is adequate and driveway configuration permits, increase the number of spaces by restriping for angle spaces.
Curb utilization	Re-evaluate curb-parking restrictions (red/yellow/white) to increase parking inventory where appropriate. Evaluate driveway locations and spacing when reviewing development proposals.
Minimum and maximum parking regulations	Requires specified amounts and dimensions of parking spaces, including disabled spaces, to accompany development.
Tandem parking (enclosed)	Parking space design where one car is parked behind another car in a garage or parking structure; uses approximately 25 percent less space than conventional design.
Car stackers/mechanized garages	Mechanical lifts that allow for the vertical storage of automobiles.
Bicycle parking	Provision of convenient, secure parking for bicycles (see Bicycling section).
<i>Parking Management</i>	<i>Strategies for more efficient use of parking</i>
Shared parking	Sharing parking facilities among multiple users including off-site shared parking arrangements.
Parking pricing	Charging motorists directly for parking.
Time limits	Placing time limits on parking to encourage turnover of convenient spaces.
Parking payment technology	Device to charge for and place time limits on parking.
Valet parking	Parking provided to and done for patrons.
Permit parking districts	Addresses transient and spillover parking problems by restricting on street parking within a specified area to those with a valid parking permit.
Community Parking Districts	Geographic areas that implement community-specific plans and activities designed to alleviate parking impacts. Community Parking Districts also allow for direct investment and benefit of the parking management revenue generated within its boundaries.
Parking information and wayfinding	Provide information on parking availability and price.
Code enforcement	Increase usable supply of parking by enforcing: the use of garages for cars (not storage), time limit parking, and other parking restrictions.
<i>Demand</i>	<i>Ways to reduce the demand for parking.</i>
Transit service	Improve and promote public transit.
Car sharing	Hourly vehicle rental services that can complement or supplement the use of alternative transportation modes and reduce the need for private vehicle ownership.
Walking	Improve walking conditions.
Bicycling	Improve bicycle transportation and supporting infrastructure (see Bicycling section).
Neighborhood cars	Small, generally non-polluting vehicles suitable for short trips, that operate on streets and require less space to park.
TDM strategies	Provide incentives for use of alternatives to single-occupant vehicle use (see TDM section).
Land Use strategies	Improve accessibility; reduce the need to travel (see Land Use and Transportation section)



system of "bundling" parking costs with other goods and services lowers the out-of-pocket expenses of driving and makes other types of travel seem expensive by comparison. Research done throughout the nation suggests that when the real costs of parking are passed on directly to drivers, the demand for parking typically drops, and alternative modes of transportation, where available (such as transit, carpooling, walking, and bicycling) become more attractive and viable for certain trips.

To address parking and mobility problems comprehensively, strategies need to address the supply, management, and demand for spaces. Strategies including, but not limited to, those listed on Table ME-3 may be tailored for specific applications as needed.

Policies

ME-G.1. Provide and manage parking so that it is reasonably available when and where it is needed.

- a. Where parking deficiencies exist, prepare parking master plans to inventory existing parking (public and private), identify appropriate solutions, and plan needed improvements.
- b. Implement strategies to address community parking problems using a mix of parking supply, management, and demand solutions, including but not limited to those described on Table ME-3, Parking Strategies Toolbox.
- c. Optimize parking prices to reflect an equilibrium between supply and demand. Consider the positive and negative implications of parking pricing when developing solutions to parking problems.



Hillcrest Community Parking District

ME-G.2. Implement innovative and up-to-date parking regulations that address the vehicular and bicycle parking needs generated by development.

- a. Adjust parking rates for development projects to take into consideration access to existing and funded transit with a base mid-day service frequency of ten to fifteen



minutes, affordable housing parking needs, shared parking opportunities for mixed-use development, provision of on-site car sharing vehicles and parking spaces and implementation of TDM plans.

- b. Strive to reduce the amount of land devoted to parking through measures such as parking structures, shared parking, mixed-use developments, and managed public parking (see also ME-G.3), while still providing appropriate levels of parking.

ME-G.3. Manage parking spaces in the public rights-of-way to meet public need and improve investment of parking management revenue to benefit areas with most significant parking impacts.

- a. Continue and expand the use of Community Parking Districts (CPD). The CPDs can be formed by communities to implement plans and activities designed to alleviate parking impacts specific to the community's needs. The CPDs also improve the allocation and investment of parking management revenue by providing the Community Parking Districts with a portion of the revenue generated within their boundaries for the direct benefit of the district.
- b. Implement parking management tools that optimize on-street parking turnover, where appropriate.
- c. Judiciously limit or prohibit on street parking where needed to improve safety, or to implement multi-modal facilities such as bikeways, transit ways, and parkways.

ME-G.4. Support innovative programs and strategies that help to reduce the space required for, and the demand for parking, such as those identified in Section E.

ME-G.5. Implement parking strategies that are designed to help reduce the number and length of automobile trips. Reduced automobile trips would lessen traffic and air quality impacts, including greenhouse gas emissions (see also Conservation Element, Section A). Potential strategies include, but are not limited to those described on Table ME-3.

H. Airports

Goals

- ◆ An air transportation system that fosters economic growth.
- ◆ Adequate capacity to serve the forecasted passenger and cargo needs at existing airports.
- ◆ An air transportation system that is integrated with a multi-modal surface transportation system that efficiently moves people and goods.
- ◆ An international airport to serve the region's long-term air transportation and economic needs.



- ◆ General aviation airport operations that support public safety, law enforcement, and aviation training activities and promote adjacent commercial and industrial uses.
- ◆ Military aviation installations that support national defense and the regional economic needs.

Discussion

Civilian and military aviation play an important role in the regional air transportation system, economy, and national defense. These activities provide important jobs and contribute significantly to San Diego's economy. Airports located within and adjacent to the City of San Diego are listed on Table ME-4 and shown on Figure ME-3. Airport and land use compatibility is discussed in the Land Use Element, Section G, and airport noise issues are discussed in the Noise Element, Section D.

TABLE ME-4 Airports Within and Near the City of San Diego

Name	Uses
<i>Airports Within the City</i>	
San Diego International Airport – Lindbergh Field	Air Carrier, General Aviation
Brown Field - Municipal Airport	General Aviation, Military
Montgomery Field - Municipal Airport	General Aviation
Marine Corps Air Station Miramar	Military
<i>Airports Adjacent to the City</i>	
Naval Air Station North Island	Military
Naval Outlying Field Imperial Beach	Military
Gillespie Field	General Aviation
Tijuana International Airport	Air Carrier, General Aviation

San Diego International Airport

San Diego International Airport (SDIA) at Lindbergh Field is the busiest single-runway airport in the nation. The San Diego County Regional Airport Authority has forecast passenger traffic at SDIA to increase from 17.5 million passengers to 32 million annual passengers by 2030. This growth will result in capacity constraints by 2015. In recognition of long-term capacity constraints at SDIA, the San Diego County Regional Airport Authority proposed a ballot proposition in November 2006 that the voters rejected. To meet this increasing air transportation demand at SDIA, the Airport Authority is updating the SDIA Master Plan to guide the long-term phased development of SDIA through 2030 by addressing and maximizing terminal conditions and capacity, vehicle parking capacity, multi-modal ground connections, and passenger and cargo needs. The City works with the Airport Authority, SANDAG, and other regional agencies in planning efforts to improve multi-modal ground connections and maximize the passenger, cargo, and flight capacity of SDIA.



Municipal Airports

Brown Field and Montgomery Field municipal airports provide business, corporate, training, and charter aviation services that support commercial and industrial activities within the region. The airports have the potential to act as catalysts for future economic development by providing businesses the option to use charter air services. They serve as locations for public safety and law enforcement agencies to provide services to the region. Both airports help to relieve general aviation congestion at SDIA. Brown Field is a port of entry for private aircraft coming from Mexico. The City enforces aircraft weight and noise level regulations at Montgomery Field to reduce the effect of airport noise on adjacent residential areas.

Airport Master Plans help to identify the challenges and opportunities associated with development of aviation and aviation related activities, typically over a 20-year period. By identifying the facilities necessary to meet near and long-term aviation demand and providing guidelines for future aviation development, airport master plans help the City receive grant funding assistance from the Federal Aviation Administration (FAA) to maintain and improve airport operations. The Land Use Element, Section G addresses the airports expansions, development, and Master Plans.

Military Aviation Installations

Military aviation has had a long history in San Diego. Marine Corps Air Station (MCAS) Miramar and Naval Air Station (NAS) North Island are essential for national defense purposes. As part of the military's larger presences in the region, these installations help fuel our local economy.

MCAS Miramar serves as a critical location for Marine Corps fixed-wing and helicopter aircraft activities. Aircraft training includes "touch-and-goes" (takeoff and landings with a close-in circuit around the airport); aircraft carrier simulated landings; practice instrument approaches; and normal departures to, and arrivals from, other installations or training areas. In response to concerns about noise and safety, the Marines have changed flight patterns and hours of operation and have updated Miramar's Air Installations Compatible Use Zones Study to address existing and projected aircraft operations.

Located in Coronado, NAS North Island is the only west coast installation that provides direct access from an aircraft carrier to an airfield. As a component of North Island, Naval Outlying Field Imperial Beach serves as an important location for naval helicopter training.

Airports Outside of the City

Commercial air carriers and general aviation aircraft operate at the Tijuana International Airport in Mexico adjacent to the international border. In addition, general aviation aircraft operate at Gillespie Field in El Cajon.

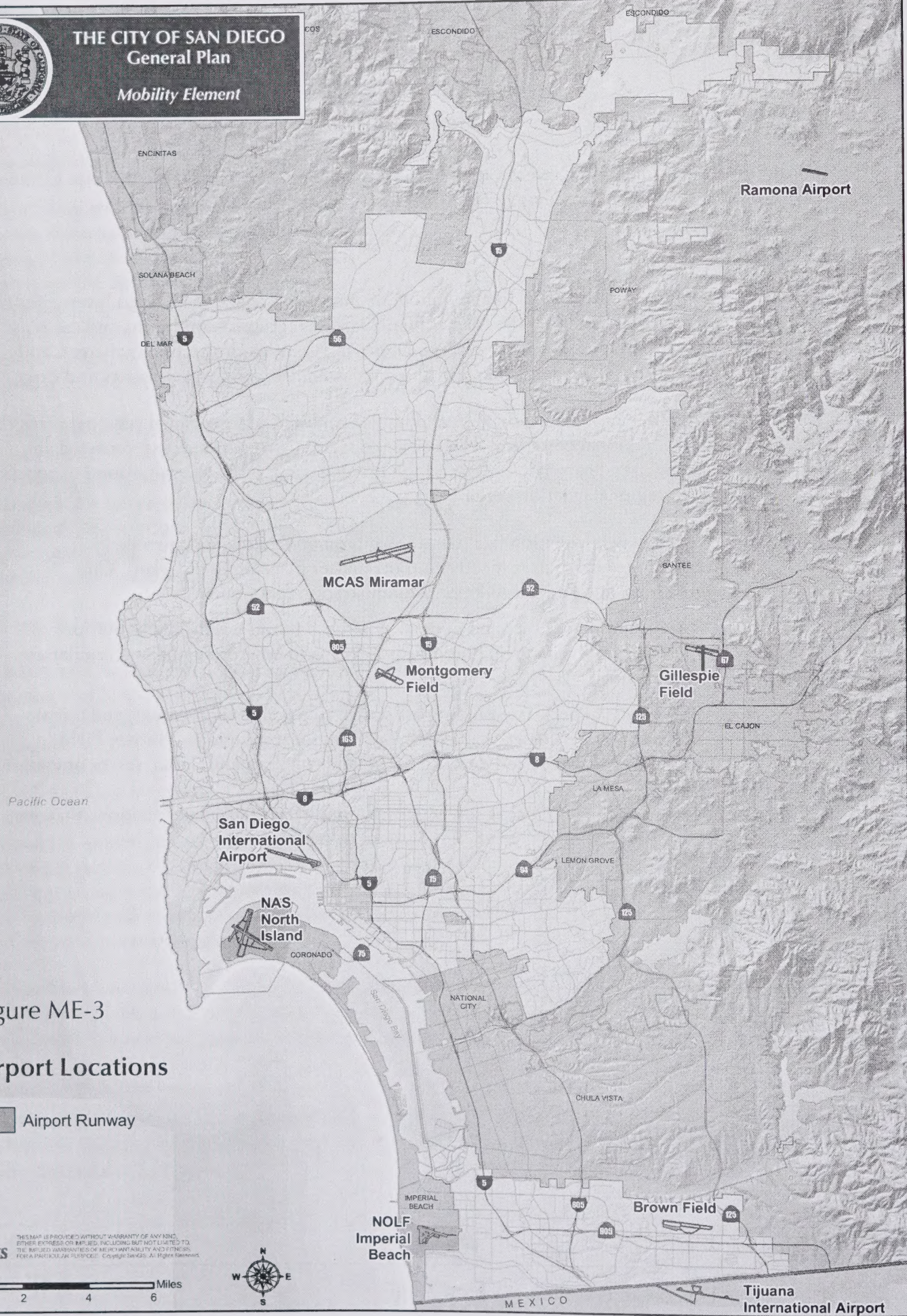
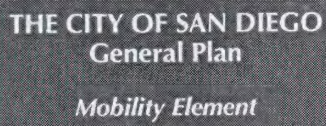


Heliports and Helipads/Helistops

For information on heliports, refer to the Noise Element, Section D and the Land Use Element, Section G for discussion regarding aircraft operations within the City.

Policies

- ME-H.1. Participate in the development and implementation of the San Diego International Airport Master Plan. The Master Plan addresses terminal conditions and capacity, vehicle parking capacity, multi-modal ground connections to terminal areas, and ground access needed to support the forecasted demand for passengers and cargo.
- ME-H.2. Participate in the development and implementation of long-range regional plans that address regional commercial air carrier capacity to accommodate forecasted air passenger and cargo demands and the integration of multi-modal ground connections to the regional aviation system.
- ME-H.3. Provide general aviation facilities at Montgomery Field and Brown Field in accordance with their respective airport master plans or layout plans, City regulations, and Federal Aviation Administration requirements.
 - a. Accommodate forecasted general aviation demand within the limitations of federal, state, and local funding, user fees, and environmental and regulatory constraints.
 - b. Seek federal and state funding assistance to develop, implement, and update Airport Master Plans, as needed, for Montgomery Field and Brown Field to support the forecasted demand for general aviation and public safety operations.
- ME-H.4. Support training and operation activities at military aviation installations that are essential for national defense and our local economy.





I. Passenger Rail

Goal

- ◆ Improved rail travel opportunities.

Discussion

Commuter, intercity and high-speed passenger rail services can help reduce demand on our freeways and at our airports by providing alternatives to auto and air travel for intercity trips. The Coaster and Amtrak trains provide passenger rail service to the City of San Diego along the coastal rail corridor. Passenger and freight trains share the predominately single-track corridor (see ME Section J, Goods Movement/Freight section). The Coaster provides commuter rail service between Oceanside and Downtown San Diego with stations in the City at Sorrento Valley, Old Town, and the Santa Fe Depot. Amtrak provides intercity passenger rail service from downtown San Diego to Los Angeles, and north to San Luis Obispo, which is the second most heavily traveled intercity passenger rail corridor in the nation.

The Regional Transportation Plan identifies projects that would provide improved rail service and performance, and would enable service frequency improvements for commuter and intercity passenger rail services. Specific projects include double tracking of the coastal rail corridor and a tunnel under University City (including a new station), and service frequency improvements.

The California High-Speed Rail Authority has developed a plan for the construction, operation and financing of a statewide, intercity, 700-mile long high-speed passenger rail system capable of speeds in excess of 200 miles per hour on dedicated, fully separated tracks serving the major metropolitan centers of California. The network would provide intercity connections that would be competitive with air and auto travel options. This plan identifies two corridors that would connect San Diego to Los Angeles and Northern California: the coastal rail corridor with high-speed service to Orange County and conventional improvements south of Orange County; and the I-15 inland corridor through Riverside and San Bernardino Counties connecting to Los Angeles. Additional project-level environmental analysis, and other approvals, would take place prior to implementation.

Policies

- ME-I.1. Support commuter, intercity and high-speed passenger rail transportation projects that will provide travel options and improve the quality of service for intercity travel while minimizing impacts to communities.
- ME-I.2. Support intermodal stations to facilitate transfer of passengers between modes and expand the convenience, range, and usefulness of transportation systems implemented in the City.



Mobility Element

- ME-I.3. Locate future stations adjacent to villages with high-density employment or residential uses.
- ME-I.4. Ensure that stations are well designed, contain amenities, and are integrated into the community.
- ME-I.5. Support increased commuter and intercity passenger rail services.
- ME-I.6. Support a stable, multi-year transportation funding policy for passenger rail services that meets the goal of improved rail travel opportunities.

J. Goods Movement/Freight

Goal

- ◆ Safe and efficient movement of goods with minimum negative impacts.

Discussion

Virtually all of San Diego's goods are imported from outside the region. Additionally, San Diego's location in the far southwestern United States, historically at the "end-of-the-line," makes it even more significant for local, national, and international trade. The movement of goods in San Diego and the region is supported by an integrated intermodal freight infrastructure consisting of the use of trucks/roadways, rail/railroads, ports and maritime shipping, and air



cargo/airports. We must optimize commercial goods movement to maintain and improve the San Diego region's economic competitiveness while minimizing potential negative impacts to our transportation system and neighborhoods. Figure ME-4, Intermodal Freight Facilities, shows the location of major facilities that make up the metropolitan region's intermodal goods movement/freight system. Noise impacts that result from goods movement are discussed in the Noise Element, Section B.

The overall intermodal freight system and infrastructure is owned and operated by public agencies and private businesses. While the system is intended to support the goods movement/freight requirements for the City of San Diego and the San Diego region, it is important to note that this infrastructure also supports San Diego's role in the nation's supply chain and business of trade. As a result, the majority of San Diego's freight passes through the



City and region to other areas of the state, the nation, and to international destinations. International trade and goods movement is discussed in the Economic Prosperity Element, Section I.

- **Trucks:** The majority of goods in the San Diego region are transported by trucks using state and interstate highways with access provided by regional arterials and local streets. In the San Diego region, Interstates 5 and 15 are the two major north-south corridors that accommodate significant volumes of commercial trucks, while I-8, State Routes 94/125, and SR 905/Otay Mesa Road are the region's primary east-west truck corridors. These north-south and east-west corridors serve both domestic cargo as well as international trade. The City's arterials and major streets also carry significant volumes of trucks that serve local retail and commercial uses as well as local industry and business needs. City streets also allow for the transition of freight from the marine and air terminals to the major state and interstate corridors.
- **Freight Rail Service:** Freight rail service is operated by the Burlington Northern Santa Fe (BNSF) Railroad along the coastal rail corridor from San Diego to Los Angeles and points north and east. Freight service within this corridor is focused in the areas of auto trans-load service, lumber, fly ash, cement, and local freight service (east to Miramar and Escondido). Freight is also transported between San Diego and Arizona via the San Diego & Arizona Eastern (SD&AE) railway (this service is operated by the Carrizo Gorge Railway). Rail traffic must pass through northern Mexico along this route before reaching Arizona. Freight movements in recent years have included agriculture and food products, steel and aluminum, liquefied petroleum gas, lumber, paper and building materials, transformers, generators and heavy machinery.
- **Maritime:** Activities in San Diego Bay and the adjoining tidelands are administered by the San Diego Unified Port District. Existing commercial shipping facilities include fresh fruit cargo facilities at the Tenth Avenue Marine Terminal, and lumber and automobile import and export facilities at the National City Marine Terminal. It should be noted that there are larger, more competitive, and better connected regional ports in Los Angeles to the north and Ensenada to the south. Further increases in trade and shipping in San Diego will necessitate further capital investment in ship and cargo facilities and improved rail and highway transfer facilities. Further expansion of the cruise terminal offers potential for even greater use as both a port-of-call, and a base for cruise ship operations. Economic Prosperity Element, Sections H, I, and J contain additional information regarding maritime activities.
- **Air Cargo:** Most air cargo in the San Diego region is handled through San Diego International Airport, with a small percentage handled at general aviation airports. Airport recommendations are found in Section H.

The following policy recommendations, together with the recommendations in the Economic Prosperity Element, support the needs of existing and expanding business and industry while protecting general mobility and neighborhood quality of life.



Policies

- ME-J.1. Support infrastructure improvements and use of emerging technologies that will facilitate the clearance, timely movement, and security of domestic and international trade, including facilities for the efficient intermodal transfer of goods between truck, rail, marine, and air transportation modes.
- ME-J.2. Preserve property for planned roadway and railroad rights-of-way, marine and air terminals, and other needed transportation facilities.
- ME-J.3. Support measures to alleviate on-street truck parking and staging and peak period truck usage on freeways. These measures may include, but are not limited to: designating off-street truck staging areas; shared use of park-and-ride lots; and shared use of other public and private parking lots where appropriate.
- ME-J.4. Implement measures to minimize the impacts of truck traffic, deliveries, and staging in residential and mixed-use neighborhoods.
- ME-J.5. Support alternatives to transporting hazardous materials by truck.
- ME-J.6. Support improvement of inter-regional freight service between San Diego and the rest of the continent.
- ME-J.7. Support preparation and implementation of plans, in cooperation with railroad operators and owners, for providing freight service to major industrial areas in San Diego.
- ME-J.8. Work with the San Diego Unified Port District, Caltrans, and SANDAG to capitalize on potential economic and mobility benefits, and identify and mitigate potential environmental and public health impacts of goods movement to the San Diego region.
- ME-J.9. Support efforts that facilitate the efficient movement of goods across the U.S.-Mexico Border (see also Economic Prosperity Element, Section J).



THE CITY OF SAN DIEGO General Plan

Mobility Element

Figure ME-4

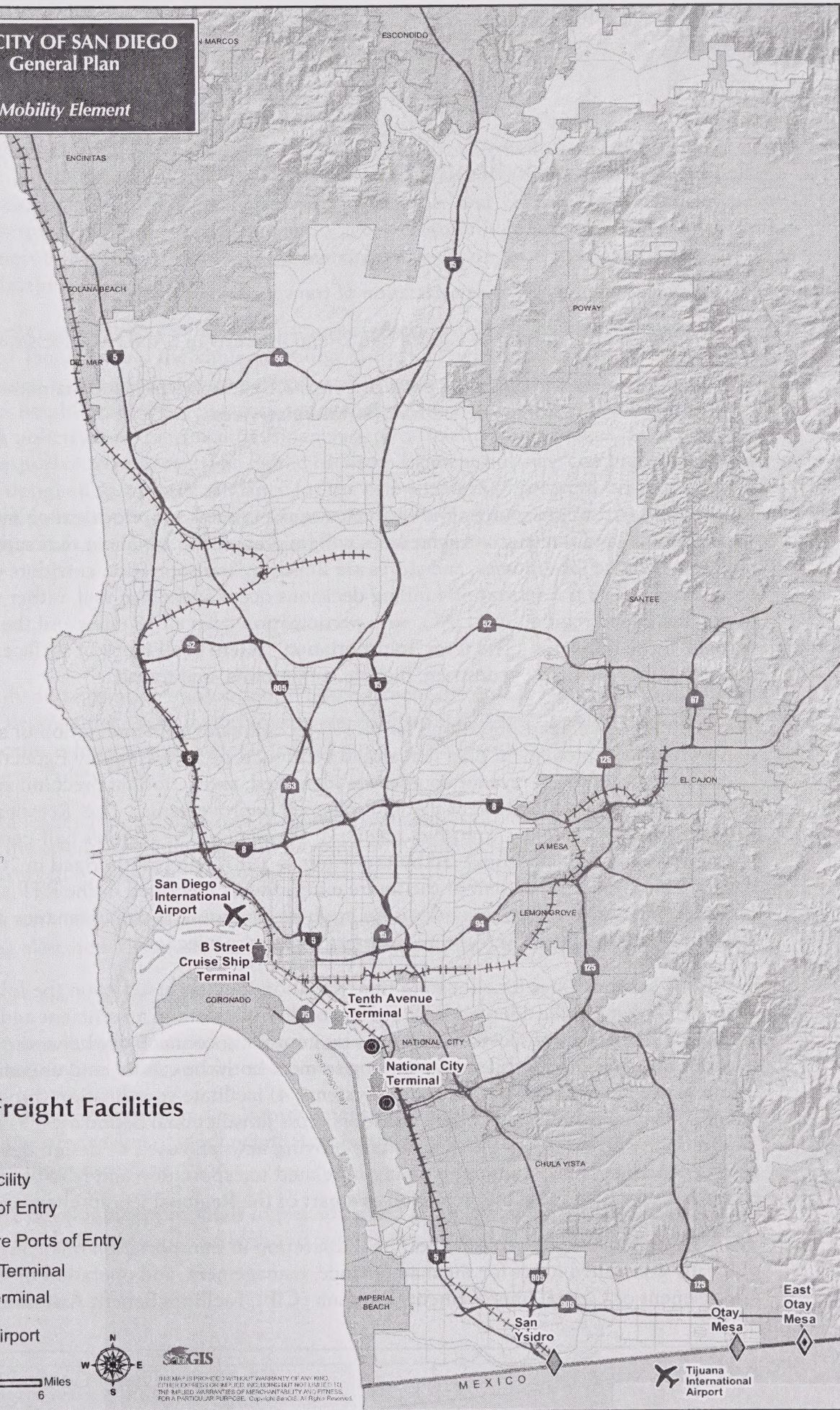
Intermodal Freight Facilities

- Rail Line
- Major Yard Facility
- ◆ Current Ports of Entry
- ◇ Potential Future Ports of Entry
- Marine Cargo Terminal
- Cruise Ship Terminal
- ✈ International Airport

0 1 2 4 6 Miles



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K. Regional Coordination and Financing

Goals

- ◆ An objective process for prioritization of transportation projects.
- ◆ Effective representation of City of San Diego interests in SANDAG decisions.
- ◆ Assured revenues to cover the costs of constructing, operating, and maintaining transportation facilities and providing needed transportation services

Discussion

Transportation funding sources and strategies, and a process for prioritization must be in place to assure that needed transportation facilities will be provided in a manner that supports General Plan policies. Because jobs, homes, and stores are linked by transportation corridors that cross City boundaries, major transportation funding decisions occur at the regional, rather than the City level. In the San Diego region, SANDAG, with participation from all 18 cities and the county, is mandated to make those decisions. The term "transportation" refers to all types of surface transportation, including pedestrian, bicycle, automobile, and transit.

The 2030 Regional Transportation Plan (RTP) recommends implementation of a \$42 billion transportation improvement plan that would be funded by a "Reasonably Expected Revenue" scenario. Local, state, and federal revenue sources are identified, and actions are recommended to obtain the revenues necessary to implement the RTP-planned improvements. The "Reasonably Expected Revenue" scenario includes TransNet revenues. TransNet is the region's half-cent local sales tax for transportation, originally approved by the voters in 1987, and reauthorized in 2004 to continue through 2048. More than half of the future expenditures identified in the RTP are earmarked for capital expenditures. The remainder is set aside for operating and maintenance costs. The RTP identifies revenue sources and estimated transportation project costs.

SANDAG sets priorities for allocating transportation funding based upon the following seven target areas: 1) implement the adopted RTP 2030 Mobility Network in an efficient and cost-effective manner; 2) enhance transportation systems by improving connectivity between inter-related modes of transportation; 3) provide adequate funding to meet both the capital, and operational and maintenance needs of our transportation systems; 4) facilitate coordination through subregional planning among jurisdictions where corridors cross jurisdictional boundaries; 5) consider regional and local mobility objectives in planning and approving new land uses; 6) design development to reduce auto dependency; and 7) align the timing of related transportation and land use development. These target areas were adopted by the region as a part of the Regional Comprehensive Plan (RCP).

The City of San Diego exercises additional discretion in transportation financing through allocation of locally controlled funds for the maintenance, management, and operation of streets and the management of Capital Improvements Program (CIP), Facilities Benefit Assessments (FBA), and



Development Impact Fee (DIF) programs (see the Public Facilities Element for more discussion on these programs). In addition, the City uses TransNet revenues and available grant funding, such as Community Development Block Grants, Safe Routes to Schools, and Transportation Development Act grants to fund improvements. At the community level, communities have initiated Maintenance Assessment Districts to fund higher levels of maintenance services on local streets such as pedestrian lighting and landscape.

The funding of necessary improvements to our transportation system is a major challenge. The reauthorization of TransNet and the implementation of the RTP will result in a more extensive and multi-modal regional transportation system. However, there are still many desired projects that are unfunded, such as neighborhood-based transit service (circulators and shuttles). The Public Facilities Element provides policies for public facilities financing, prioritization, and evaluation of new growth that apply to transportation projects. The Public Facilities Element policies, combined with those listed below, are designed to: provide guidance for the prioritization of projects; position San Diego to compete for available transportation funding; to pursue new funding sources; to maximize the use of funding obtained; and to guide the funding of improvement projects to best meet General Plan goals.

Policies

Prioritization

- ME-K.1. Identify and prioritize transportation improvement projects for inclusion in the City of San Diego's annual Capital Improvements Program (CIP) and to guide the City's applications for regional, state or federal funds, in accordance with Public Facilities Element, Policy PF.B.3.
- ME-K.2. Take a leadership role in efforts to increase transportation funding to benefit areas that have the strongest commitment to locating or maintaining higher densities/intensities in areas served by existing or planned transit.
- ME-K.3. Work with SANDAG to increase the share of regional funding (over the 2030 RTP levels) allocated to pedestrian, bicycle, and transportation systems management projects.

Provision of Transportation Facilities with Growth

- ME-K.4. Determine necessary transportation improvements to serve new development at the community plan level, and where necessary, at the project level.
- ME-K.5. Require the dedication and/or improvement of transportation facilities in conjunction with the subdivision of land, negotiated development agreements, discretionary permits, and facilities financing plans.
- ME-K.6. Require development proposals to provide a mix of multi-modal transportation facilities, where needed, in accordance with the policies established in the Public Facilities Element, Section C.

Urban Design Element





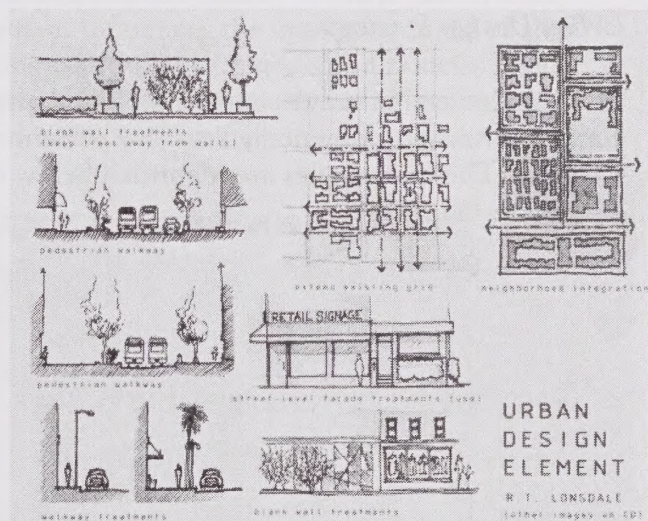
Urban Design Element

Purpose

To guide physical development toward a desired scale and character that is consistent with the social, economic and aesthetic values of the City.

Introduction

Urban design describes the physical features that define the character or image of a street, neighborhood, community, or the City as a whole. Urban design is the visual and sensory relationship between people and the built and natural environment. The built environment includes buildings and streets, and the natural environment includes features such as shorelines, canyons, mesas, and parks as they shape and are incorporated into the urban framework. Citywide urban design recommendations are necessary to ensure that the built environment continues to contribute to the qualities that distinguish the City of San Diego as a unique living environment.



Each resident and visitor may perceive San Diego's aesthetic character differently, although there are several basic design elements that are commonly recognized by all. San Diego's distinctive character results from its unparalleled natural setting, including beaches, bays, hills, canyons and mesas that allow the evolution of geographically distinct neighborhoods. The network of small human-scaled canyons creates a natural open space system that extends through many parts of the City and is unparalleled in other American cities. The topography and San Diego's year-round climate are ideal for outdoor pedestrian activity of all kinds.

Construction of Balboa Park and Mission Bay Park modified the natural environment but created unique public and civic spaces that are still much used and admired. Many of San Diego's older neighborhoods built prior to World War II capitalized on the City's natural features and temperate climate. The open porches on early twentieth-century craftsman style homes and the bungalow courts focused on common open space. Much of the post war development did not respond to San Diego's climate or natural conditions. Porches were eliminated and pedestrian connections deemphasized. The older commercial corridors in San Diego are more suitable to San Diego's pleasant climate with walkable shopping districts Downtown and in North Park.



A major challenge for the City is to return to the traditional pedestrian-oriented forms of development but with modifications to reflect modern realities such as crime, safety and automobile dependency. As San Diego becomes more urbanized, there is a need to address urban form and design through policies aimed at respecting our natural environment, preserving open space systems and targeting new growth into compact villages. As the availability of vacant land becomes more limited, designing infill development and redevelopment that builds upon our existing communities becomes increasingly important. A compact, efficient, and environmentally sensitive pattern of development becomes increasingly important as the City continues to grow. In addition, future development should accommodate and support existing and planned transit service.

Urban Design Strategy

There are several urban design principles relating to the existing City form and achieving a compact and environmentally sensitive pattern of development envisioned in the City of Villages strategy. These principles are identified below to provide a framework for the goals of the Urban Design Element:

- Contribute to the qualities that distinguish San Diego as a unique living environment;
- Build upon our existing communities;
- Direct growth into commercial areas where a high level of activity already exists; and
- Preserve stable residential neighborhoods.

The Urban Design Element further implements the "core values" related to urban form that were adopted as a part of the Strategic Framework Element (2002) and are now incorporated into the General Plan in Appendix A, Section SF-1. The core values related to urban form include:

- The natural environment;
- The City's extraordinary setting, defined by its open spaces, natural habitat and unique topography;
- A compact, efficient, and environmentally sensitive pattern of development; and
- The physical, social, and cultural diversity of our City and its neighborhoods.

The Urban Design Element addresses urban form and design through policies aimed at respecting our natural environment, preserving open space systems





and targeting new growth into compact villages. Urban form and how it functions becomes increasingly important as changes in density and intensity occur over time, as San Diego evolves. The urban design principles established in this element are intended to help achieve an identity for the City as a whole while encompassing its physical, social and cultural diversity. A higher overall quality of urban design is another fundamental goal. Urban design applies at multiple levels from citywide to community to neighborhood and ultimately to individual projects.

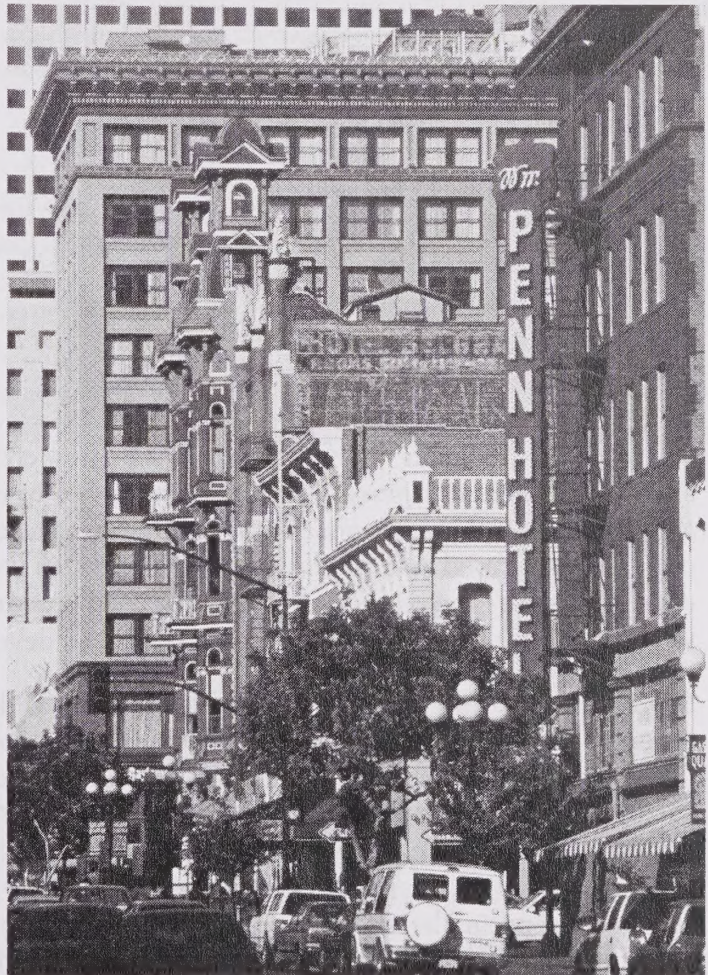
Urban design is a process to foster quality in the built and natural environment as the City changes.

Urban Design Element policies help support and implement land use and transportation decisions, encourage economic revitalization, and improve the quality of life in San Diego. Ultimately, the General Plan's Urban Design Element influences the implementation of all elements of the General Plan and community plans as it establishes goals and policies for the pattern and scale of development and the character of the built environment. It is intended that the urban design policies be further supplemented with site-specific community plan recommendations.

A. General Urban Design

Goals

- ◆ A built environment that respects San Diego's natural environment and climate.
- ◆ An improved quality of life through safe and secure neighborhoods and public places.
- ◆ A pattern and scale of development that provides visual diversity, choice of lifestyle, opportunities for social interaction, and that respects desirable community character and context.
- ◆ A City with distinctive districts, communities, neighborhoods, and village centers where people gather and interact.
- ◆ Maintenance of historic resources that serve as landmarks and contribute to the City's identity.
- ◆ Utilization of landscape as an





important aesthetic and unifying element throughout the City.

Discussion

The City's urban form is loosely based upon a naturally connected system of open space, characterized by valleys, waterways, canyons and mesas. Remaining natural features should be preserved to the greatest extent possible. The City of Villages strategy provides guidance to determine where and how new growth should occur. The strategy seeks to target growth in village areas at core locations within communities adjacent to community facilities, existing and future transit facilities, and supportive land uses.

There are several urban design issues relating to existing City form and the compact and environmentally sensitive pattern of development envisioned in the City of Villages strategy. These issues provide a framework for the goals of the Urban Design Element. The policies that implement these goals are intended to contribute to the qualities that distinguish San Diego as a unique living environment and highlight the value of our open space resources as part of the overall built environment. Another key element of the policies contained in this element is the importance of building upon our existing communities. This includes implementation of the City of Villages growth strategy that seeks to direct growth into areas where a high level of activity and transit service exist.

The design of the built environment plays a significant role in reducing crime and the perception of risk to one's safety. Crime Prevention Through Environmental Design (CPTED) concepts provide recommendations on designing safer environments. Many of the CPTED concepts are complementary to the City of Villages approach, since strategies to increase opportunities for surveillance are similar to those used to accomplish greater walkability. The CPTED policies can change over time and are a resource used in design. A link to the complete CCCPTED concepts can be found on the City of San Diego Police Department website.

The following policies apply citywide to all commercial, industrial, institutional and residential and mixed-use developments. They are intended to influence project design, and to be used in the development review process. Overall, the policies call for the City's urban form to be defined and shaped by the natural environment, to improve upon what is best about San Diego's neighborhoods, and to foster the creation of convenient, and where appropriate, well-designed village centers where commercial and residential development are concentrated.

San Diego has little remaining land that is vacant and available for development. Most of the remaining open space is designated for permanent open space or agricultural use and will not be urbanized. As San Diego continues to evolve, new development should not seek to imitate existing development, but should be sympathetic to the scale, form, proportion and materials of the more distinctive existing development, particularly in the historic neighborhoods. As the City grows and matures, new approaches to design will be fostered, so this element does not recommend particular architectural styles. The overall citywide urban design policies are intended to achieve quality design over time, to reinforce a sense of community, and respect the City's historic diversity.



Policies

Natural Features

UD-A.1. Preserve and protect natural landforms and features.

- a. Protect the integrity of community plan designated open spaces (see also Conservation Element, Policy CE-B.1).
- b. Continue to implement the Multiple Species Conservation Program (MSCP) to conserve San Diego's natural environment and create a linked open space system. Preserve and enhance remaining naturally occurring features such as wetlands, riparian zones, canyons, and ridge lines.

Open Space Linkages

UD-A.2. Use open space and landscape to define and link communities.

- a. Link villages, public attractions, canyons, open space and other destinations together by connecting them with trail systems, bikeways, landscaped boulevards, formalized parks, and/or natural open space, as appropriate.
- b. Preserve and encourage preservation of physical connectivity and access to open space.
- c. Recognize that sometimes open spaces prevent the continuation of transportation corridors and inhibit mobility between communities. Where conflicts exist between mobility and open space goals, site-specific solutions may be addressed in community plans.



Development Adjacent to Natural Features and Park Lands

UD-A.3. Design development adjacent to natural features in a sensitive manner to highlight and complement the natural environment in areas designated for development.

- a. Integrate development on hillside parcels with the natural environment to preserve and enhance views, and protect areas of unique topography.
- b. Minimize grading to maintain the natural topography, while contouring any landform alterations to blend into the natural terrain.



Urban Design Element

- c. Utilize variable lot sizes, clustered housing, stepped-back facades, split-level units or other alternatives to slab foundations to minimize the amount of grading.
- d. Consider terraced homes, stepped down with the slope for better integration with the topography to minimize grading in sensitive slope areas.
- e. Utilize a clustered development pattern, single-story structures or single-story roof elements, or roofs sloped toward the open space system or natural features, to ensure that the visibility of new developments from natural features and open space areas are minimized.
- f. Provide increased setbacks from canyon rims or open space areas to ensure that the visibility of new development is minimized.
- g. Screen development adjacent to natural features as appropriate so that development does not appear visually intrusive, or interfere with the experience within the open space system. The provision of enhanced landscaping adjacent to natural features could be used to soften the appearance of or buffer development from the natural features.
- h. Use building and landscape materials that blend with and do not create visual or other conflicts with the natural environment in instances where new buildings abut natural areas. This guideline must be balanced with a need to clear natural vegetation for fire protection to ensure public safety in some areas.
- i. Ensure that the visibility of new development from natural features and open space areas is minimized to preserve the landforms and ridgelines that provide a natural backdrop to the open space systems. For example, development should not be visible from canyon trails at the point the trail is located nearest to proposed development. Lines-of-sight from trails or the open space system could be used to determine compliance with this policy.
- j. Design and site buildings to permit visual and physical access to the natural features from the public right-of-way.
- k. Encourage location of entrances and windows in development adjacent to open space to overlook the natural features.
- l. Protect views from public roadways and parklands to natural canyons, resource areas, and scenic vistas.
- m. Preserve views and view corridors along and/or into waterfront areas from the public right-of-way by decreasing the heights of buildings as they approach the shoreline, where possible.
- n. Provide public pedestrian, bicycle, and equestrian access paths to scenic view points, parklands, and where consistent with resource protection, in natural resource open space areas.



- o. Provide special consideration to the sensitive environmental design of roadways that traverse natural open space systems to ensure an integrated aesthetic design that respects open space resources. This could include the use of alternative materials such as "quiet pavement" in noise sensitive locations, and bridge or roadway designs that respect the natural environment.
- p. Design structures to be ignition and fire-resistant in fire prone areas or at-risk areas as appropriate. Incorporate fire-resistant exterior building materials and architectural design features to minimize the risk of structure damage or loss due to wildfires.

Sustainable Development

- UD-A.4. Use sustainable building methods in accordance with the sustainable development policies in the Conservation Element.

Architecture

- UD-A.5. Design buildings that contribute to a positive neighborhood character and relate to neighborhood and community context.
 - a. Relate architecture to San Diego's unique climate and topography.
 - b. Encourage designs that are sensitive to the scale, form, rhythm, proportions, and materials in proximity to commercial areas and residential neighborhoods that have a well established, distinctive character.
 - c. Provide architectural features that establish and define a building's appeal and enhance the neighborhood character.
 - d. Encourage the use of materials and finishes that reinforce a sense of quality and permanence.
 - e. Provide architectural interest to discourage the appearance of blank walls for development. This would include not only building walls, but fencing bordering the pedestrian network, where some form of architectural variation should be provided to



Urban Design Element

add interest to the streetscape and enhance the pedestrian experience. For example, walls could protrude, recess, or change in color, height or texture to provide visual interest.

- f. Design building wall planes to have shadow relief, where pop-outs, offsetting planes, overhangs and recessed doorways are used to provide visual interest at the pedestrian level.
- g. Design rear elevations of buildings to be as well-detailed and visually interesting as the front elevation, if they will be visible from a public right-of-way or accessible public place or street.
- h. Acknowledge the positive aspects of nearby existing buildings by incorporating compatible features in new developments.
- i. Maximize natural ventilation, sunlight, and views.
- j. Provide convenient, safe, well-marked, and attractive pedestrian connections from the public street to building entrances.
- k. Design roofs to be visually appealing when visible from public vantage points and public rights-of-way.

UD-A.6. Create street frontages with architectural and landscape interest to provide visual appeal to the streetscape and enhance the pedestrian experience.

- a. Locate buildings on the site so that they reinforce street frontages.
- b. Relate buildings to existing and planned adjacent uses.
- c. Ensure that building entries are prominent, visible, and well-located.
- d. Maintain existing setback patterns, except where community plans call for a change to the existing pattern.
- e. Minimize the visual impact of garages, parking and parking portals to the pedestrian and street façades.

Historic Character

UD-A.7. Respect the context of historic streets, landmarks, and areas that give a community a sense of place or history. A survey may be done to identify "conservation areas" that retain original community character in sufficient quantity and quality but typically do not meet designation criteria as an individual historical resource or as a contributor to a historical district.



- a. Create guidelines in community plans to be used for new development, so that a neighborhood's historic character is complemented within the conservation areas where appropriate (see also Historical Preservation Element, Policy HP-A.2).



- b. Review the redevelopment of property within conservation areas to maintain important aspects of the surviving community character that have been identified as characteristics of a neighborhood that could be preserved.

Landscape

- UD-A.8. Landscape materials and design should enhance structures, create and define public and private spaces, and provide shade, aesthetic appeal, and environmental benefits.
- a. Maximize the planting of new trees, street trees and other plants for their shading, air quality, and livability benefits (see also Conservation Element, Policies CE-A.11, CE-A.12, and Section J).
 - b. Use water conservation through the use of drought-tolerant landscape, porous materials, and reclaimed water where available.
 - c. Use landscape to support storm water management goals for filtration, percolation and erosion control.
 - d. Use landscape to provide unique identities within neighborhoods, villages and other developed areas.
 - e. Landscape materials and design should complement and build upon the existing character of the neighborhood.
 - f. Design landscape bordering the pedestrian network with new elements, such as a new plant form or material, at a scale and intervals appropriate to the site. This is not intended to discourage a uniform street tree or landscape theme, but to add interest to the streetscape and enhance the pedestrian experience.
 - g. Establish or maintain tree-lined residential and commercial streets. Neighborhoods and commercial corridors in the City that contain tree-lined streets present a streetscape that creates a distinctive character.
 - 1. Identify and plant trees that complement and expand on the surrounding street tree fabric.
 - 2. Unify communities by using street trees to link residential areas.
 - 3. Locate street trees in a manner that does not obstruct ground illumination from streetlights.
 - h. Shade paved areas, especially parking lots.
 - i. Demarcate public, semi-public/private, and private spaces clearly through the use of landscape, walls, fences, gates, pavement treatment, signs, and other methods to denote boundaries and/or buffers.





Urban Design Element

- j. Use landscaped walkways to direct people to proper entrances and away from private areas.
- k. Reduce barriers to views or light by selecting appropriate tree types, pruning thick hedges, and large overhanging tree canopies.
- l. Utilize landscape adjacent to natural features to soften the visual appearance of a development and provide a natural buffer between the development and open space areas.

Transit Integration

- UD-A.9. Incorporate existing and proposed transit stops or stations into project design (see also Mobility Element, Policies ME-B.3 and ME-B.9).
- a. Provide attractively designed transit stops and stations that are adjacent to active uses, recognizable by the public, and reflect desired neighborhood character (see also Land Use Element, Policy LU-I.11).
 - b. Design safe, attractive, accessible, lighted, and convenient pedestrian connections from transit stops and stations to building entrances and street network (see also Land Use Element, Policy LU-I.10).
 - c. Provide generous rights-of-way for transit, transit stops or stations.
 - d. Locate buildings along transit corridors to allow convenient and direct access to transit stops/stations.



Courtesy of MTS/Brett Shoaf

Streets

- UD-A.10. Design or retrofit streets to improve walkability, bicycling, and transit integration; to strengthen connectivity; and to enhance community identity. Streets are an important aspect of Urban Design as referenced in the Mobility Element (see also Mobility Element, Sections A, B, C, and F).

Structured Parking

- UD-A.11. Encourage the use of underground or above-ground parking structures, rather than surface parking lots, to reduce land area devoted to parking (see also Mobility Element, Section G).



- a. Design safe, functional, and aesthetically pleasing parking structures.
- b. Design structures to be of a height and mass that are compatible with the surrounding area.
- c. Use building materials, detailing, and landscape that complement the surrounding neighborhood.
- d. Provide well-defined, dedicated pedestrian entrances.
- e. Use appropriate screening mechanisms to screen views of parked vehicles from pedestrian areas, and headlights from adjacent buildings.
- f. Pursue development of parking structures that are wrapped on their exterior with other uses to conceal the parking structure and create an active streetscape. Where ground floor commercial is proposed, provide a tall, largely transparent ground floor along pedestrian active streets.
- g. Encourage the use of attendants, gates, natural lighting, or surveillance equipment in parking structures to promote safety and security.



Surface Parking

UD-A.12. Reduce the amount and visual impact of surface parking lots (see also Mobility Element, Section G).

- a. Encourage placement of parking along the rear and sides of street-oriented buildings.
- b. Avoid blank walls facing onto parking lots by promoting treatments that use colors, materials, landscape, selective openings or other means of creating interest. For example, the building should protrude, recess, or change in color, height or texture to reduce blank facades.
- c. Design clear and attractive pedestrian paseos/pathways and signs that link parking and destinations.
- d. Locate pedestrian pathways in areas where vehicular access is limited.
- e. Avoid large areas of uninterrupted parking especially adjacent to community public view sheds.
- f. Build multiple small parking lots in lieu of one large lot.
- g. Retrofit existing expansive parking lots with street trees, landscape, pedestrian paths, and new building placement.
- h. Promote the use of pervious surface materials to reduce runoff and infiltrate storm water.
- i. Use trees and other landscape to provide shade, screening, and filtering of storm water runoff in parking lots (see also Conservation Element, Policy CE-A.12).

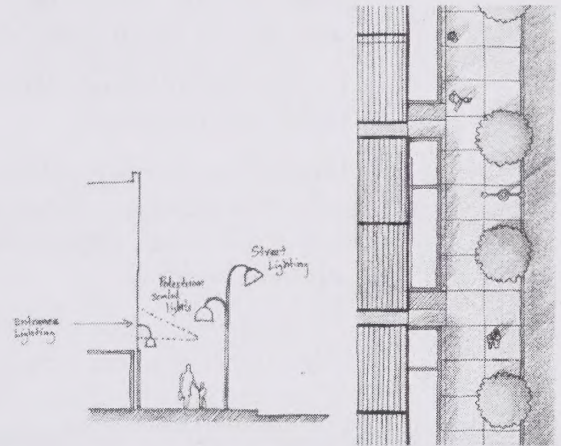


Urban Design Element

- j. Design surface parking lots to allow for potential redevelopment to more intensive uses. For example, through redevelopment, well-placed parking lot aisles could become internal project streets that provide access to future parking structures and mixed land uses.

Lighting

- UD-A.13. Provide lighting from a variety of sources at appropriate intensities and qualities for safety.
- a. Provide pedestrian-scaled lighting for pedestrian circulation and visibility.
 - b. Use effective lighting for vehicular traffic while not overwhelming the quality of pedestrian lighting.
 - c. Use lighting to convey a sense of safety while minimizing glare and contrast.
 - d. Use vandal-resistant light fixtures that complement the neighborhood and character.
 - e. Focus lighting to eliminate spill-over so that lighting is directed, and only the intended use is illuminated.



Signs

- UD-A.14. Design project signage to effectively utilize sign area and complement the character of the structure and setting
- a. Architecturally integrate signage into project design.
 - b. Include pedestrian-oriented signs to acquaint users to various aspects of a development. Place signs to direct vehicular and pedestrian circulation.
 - c. Post signs to provide directions and rules of conduct where appropriate behavior control is necessary.
 - d. Design signs to minimize negative visual impacts.
 - e. Address community-specific signage issues in community plans, where needed.



Wireless Facilities

- UD-A.15. Minimize the visual impact of wireless facilities.
- a. Conceal wireless facilities in existing structures when possible, otherwise use camouflage and screening techniques to hide or blend them into the surrounding area.



- b. Design facilities to be aesthetically pleasing and respectful of the neighborhood context.
- c. Conceal mechanical equipment and devices associated with wireless facilities in underground vaults or unobtrusive structures.

Utilities

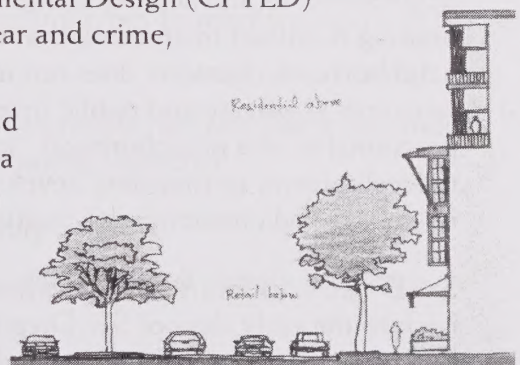
UD-A.16. Minimize the visual and functional impact of utility systems and equipment on streets, sidewalks, and the public realm.

- a. Convert overhead utility wires and poles, and overhead structures such as those associated with supplying electric, communication, community antenna television, or similar service to underground.
- b. Design and locate public and private utility infrastructure, such as phone, cable and communications boxes, transformers, meters, fuel ports, back-flow preventors, ventilation grilles, grease interceptors, irrigation valves, and any similar elements, to be integrated into adjacent development and as inconspicuous as possible. To minimize obstructions, elements in the sidewalk and public right of way should be located in below grade vaults or building recesses that do not encroach on the right of way (to the maximum extent permitted by codes). If located in a landscaped setback, they should be as far from the sidewalk as possible, clustered and integrated into the landscape design, and screened from public view with plant and/or fencelike elements.
- c. Traffic operational features such as streetlights, traffic signals, control boxes, street signs and similar facilities should be located and consolidated on poles, to minimize clutter, improve safety, and maximize public pedestrian access, especially at intersections and sidewalk ramps. Other street utilities such as storm drains and vaults should be carefully located to afford proper placement of the vertical elements.

Safety and Security

UD-A.17. Incorporate Crime Prevention Through Environmental Design (CPTED) measures, as necessary, to reduce incidences of fear and crime, and design safer environments.

- a. Design projects to encourage visible space and "eyes on the street" security that will serve as a means to discourage and deter crime through the location of physical features, activities and people to maximize visibility.
- b. Define clear boundaries between public, semi-public/private, and private spaces.





- c. Promote regulations, programs, and practices that result in the proper maintenance of the measures employed for CPTED surveillance, access control, and territoriality.
- d. Consider pedestrian scale lighting and indirect techniques to provide adequate security but not glare and flood-light conditions.

B. Distinctive Neighborhoods and Residential Design

Goals

- ◆ A city of distinctive neighborhoods.
- ◆ Development that protects and improves upon the desirable features of San Diego's neighborhoods.
- ◆ Architectural design that contributes to the creation and preservation of neighborhood character and vitality.
- ◆ Innovative design for a variety of housing types to meet the needs of the population.
- ◆ Infill housing, roadways and new construction that are sensitive to the character and quality of existing neighborhoods.
- ◆ Pedestrian connections linking residential areas, commercial areas, parks and open spaces.



Discussion

In conjunction with the General Urban Design Goals identified in the previous section, the following policies are intended to provide further guidance for maintaining our distinctive neighborhoods and achieving high-quality residential design. The design and quality of infill housing is critical to ensuring that new housing fits into our existing neighborhoods. Preserving neighborhood character does not mean maintaining the status quo. Sometimes change is welcome, as private and public investment can contribute to the beauty, vitality, and functionality of a neighborhood. However, new development, whether it is in the form of infill, redevelopment, or first-time development, should contribute to the creation and preservation of neighborhood character and creation of a sense of place.

San Diego's distinctive neighborhoods are a great asset to the City. Some neighborhoods date back to the early days of San Diego's history and a few are still emerging, but each has elements that set it apart from the others and establish its identity. Many of San Diego's neighborhoods are the product of small incremental parcelizations and development over a long period of time.



Neighborhood character is defined in part by certain physical qualities that repeat throughout neighborhoods, such as landscape and massing of buildings, colors, and materials. The character of a neighborhood or community is also defined by factors including topography and natural features, street layout and streetscape, and landmarks and civic land uses.

Residential housing types include conventional single-family homes, small-lot single-family homes, townhouses, duplex and triplex dwellings, and a wide variety of apartment and condominium units. While densities, unit mix, and design parameters will vary based on individual community plan recommendations, there are overall policies that are applicable citywide.

The residential design policies are intended to foster the development of high quality housing that becomes an integrated part of the larger neighborhood and community. The distinctive neighborhoods policies strive to preserve the desirable distinctive qualities of existing neighborhoods while encouraging a coherent image of the City as a whole. It is intended that these general policies be supplemented with site-specific guidance in community plans.

Policies

Residential Design

- UD-B.1. Recognize that the quality of a neighborhood is linked to the overall quality of the built environment. Projects should not be viewed singularly, but viewed as part of the larger neighborhood or community plan area in which they are located for design continuity and compatibility.
- a. Integrate new construction with the existing fabric and scale of development in surrounding neighborhoods. Taller or denser development is not necessarily inconsistent with older, lower-density neighborhoods but must be designed with sensitivity to existing development. For example, new development should not cast shadows or create wind tunnels that will significantly impact existing development and should not restrict vehicular or pedestrian movements from existing development.
 - b. Design new construction to respect the pedestrian orientation of neighborhoods.
 - c. Provide innovative designs for a variety of housing types to meet the needs of the population.
- UD-B.2. Achieve a mix of housing types within single developments (see also Land Use and Community Planning Element, Section H, and Housing Element).
- a. Incorporate a variety of unit types in multifamily projects.
 - b. Incorporate a variety of single-family housing types in single-family projects/subdivisions.
 - c. Provide transitions of scale between higher-density development and lower-density neighborhoods.



- d. Identify sites for revitalization and additional housing opportunities in neighborhoods.

Subdivisions

- UD-B.3. Design subdivisions to respect the existing lot pattern established within neighborhoods to maintain community character.
- a. Create lot divisions that respect the existing pattern of development for neighborhood continuity and compatibility.
 - b. Design lot divisions to have a portion of each created lot in areas of less than 25 percent gradient.

Residential Street Frontages

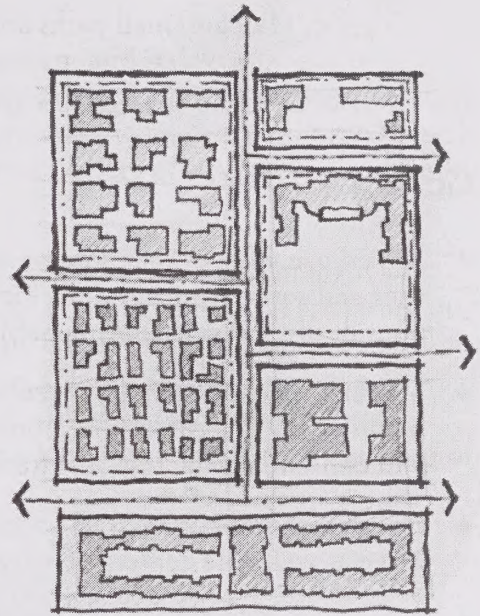
- UD-B.4. Create street frontages with architectural and landscape interest for both pedestrians and neighboring residents.
- a. Locate buildings on the site so that they reinforce street frontages.
 - b. Relate buildings to existing and planned adjacent uses.
 - c. Provide ground level entries and ensure that building entries are prominent and visible.
 - d. Maintain existing setback patterns, except where community plans call for redevelopment to change the existing pattern.
 - e. Locate transparent features such as porches, stoops, balconies, and windows facing the street to promote a sense of community.
 - f. Encourage side- and rear-loaded garages. Where not possible, reduce the prominence of the garage through architectural features and varying planes.
 - g. Minimize the number of curb-cuts along residential streets.

Neighborhood Streets

- UD-B.5. Design or retrofit streets to improve walkability, strengthen connectivity, and enhance community identity.
- a. Design or retrofit street systems to achieve high levels of connectivity within the neighborhood street network that link individual subdivisions/projects to each other and the community.
 - b. Avoid closed loop subdivisions and extensive cul-de-sac systems, except where the street layout is dictated by the topography or the need to avoid sensitive environmental resources.
 - c. Design open ended cul-de-sacs to accommodate visibility and pedestrian connectivity, when development of cul-de-sacs is necessary.



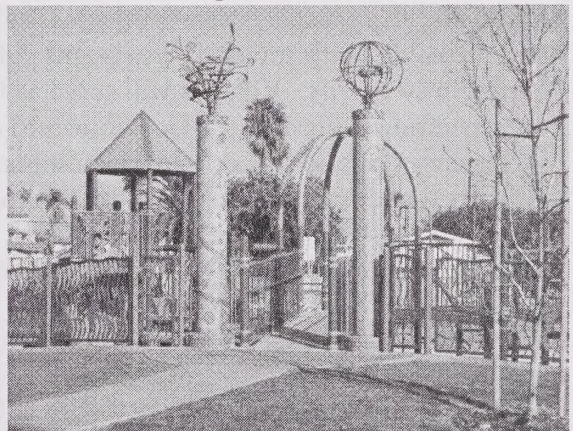
- d. Emphasize the provision of high quality pedestrian and bikeway connections to transit stops/stations, village centers, and local schools.
- e. Design new streets and consider traffic calming where necessary, to reduce neighborhood speeding (see also Mobility Element, Policy ME-C.5).
- f. Enhance community gateways to demonstrate neighborhood pride and delineate boundaries.
- g. Clarify neighborhood roadway intersections through the use of special paving and landscape.
- h. Develop a hierarchy of walkways that delineate village pathways and link to regional trails.
- i. Discourage use of walls, gates and other barriers that separate residential neighborhoods from the surrounding community and commercial areas.



- UD-B.6. Utilize alleys to provide improved and alternative pedestrian access to sites. This would include consideration of a promenade or paseo design for alleys with enhanced landscaping, and residential units or uses that face the alleys to activate them as alternative pedestrian streets. This could provide an alternative function for alleys that is non-vehicular, but still provides linkages to other sites and uses and adds to a neighborhood's connectivity.
- UD-B.7. Work with community groups and property owners to ensure adequate street maintenance, public landscape maintenance, law enforcement, code enforcement, and litter and graffiti control to maintain safe and attractive neighborhoods.

Open Space and Recreation

- UD-B.8. Provide useable open space for play, recreation, and social or cultural activities in multifamily as well as single-family projects.
- a. Design attractive recreational facilities, common facilities, and open space that can be easily accessed by everyone in the development it serves.



*North Park Community Park
By Stone Paper Scissors*



- b. Design outdoor space as “outdoor rooms” and avoid undifferentiated, empty spaces.
- c. Locate small parks and play areas in central accessible locations.

C. Mixed-Use Villages and Commercial Areas

Goals

- ◆ Mixed-use villages that achieve an integration of uses and serve as focal points for public gathering as a result of their outstanding public spaces.
- ◆ Vibrant, mixed-use main streets that serve as neighborhood destinations, community resources, and conduits to the regional transit system.
- ◆ Neighborhood commercial shopping areas that serve as walkable centers of activity.
- ◆ Attractive and functional commercial corridors which link communities and provide goods and services.

Discussion

The City of Villages strategy identifies a village as a mixed-use center of a community where residential, commercial, employment, and civic uses are present. The intent is that a high quality of urban design will achieve the maximum possible integration of uses and activities connected to the surrounding community fabric and the transit system. Villages will be compact and walkable, with inviting streets and public spaces for community events. Villages will serve as focal points for public gatherings as a result of their outstanding public spaces. In addition to compact residences and retail establishments, villages will contain public spaces that include plazas, public art, cultural amenities, transit centers, enhanced streetscapes, urban trailheads, parks and pocket parks. Publicly-oriented buildings including civic buildings and monuments, public facilities and services, and social services will also contribute to villages as activity centers.

The Land Use and Community Planning Element identifies six categories of villages and mixed-use locations : Regional Center (Downtown), Subregional Employment Areas, Urban Village Centers, Neighborhood Village Centers, Community Village Centers, and Transit Corridors. The policies contained in this section are intended to address the physical integration of uses, provision of a variety of housing types, significant public spaces, and public facilities within a

Urban Main Street Program City of San Diego

San Diego is the first city on the West Coast to implement a Main Street Program. It is affiliated with a nationally recognized economic development approach that focuses on revitalizing the commercial components of downtowns and neighborhood districts in an effort to promote small business development. These programs traditionally use historic preservation and grassroots-based economic development. Efforts at improving and maintaining “main streets” in San Diego provide small businesses with a competitive edge against “big box” retailers and shopping malls.

The City works with Main Street communities to renovate store fronts, plan and coordinate major streetscape improvement and public arts projects, create redevelopment areas to attract investors, and develop marketing plans to attract customers and businesses. North Park, the City’s pilot project, was implemented in 1996 and has shown signs of renewal. Other main street projects in progress include Ocean Beach and Mission Hills.

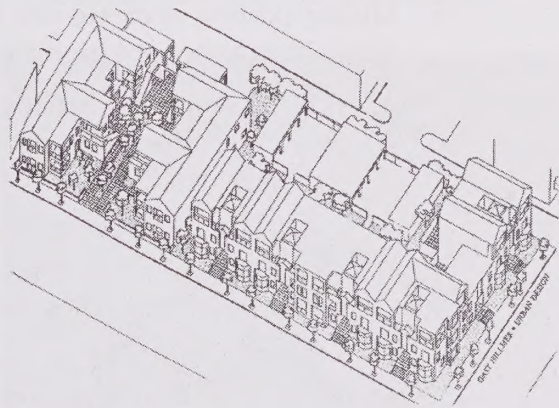


pedestrian environment for all village types. The intent is to create villages that are pedestrian in scale, accessible by diverse multi-modal means, and varied with uses and activities that serve local daily needs.

Village development will occur, in part, through the development and redevelopment of shopping centers. The following policies address key, overall urban design principles for village development, and allow for community plans to provide more specific guidance tailored to each location. Appropriate design will help make these villages true centers of neighborhood activity, rather than just renovated shopping centers.

Commercial corridors are important areas that link neighborhoods together and in many cases, cross community boundaries. The commercial corridors provide convenient local shopping destinations and space for small businesses to take root. Some commercial corridors are transit corridors that are served with higher frequency transit service, some are designed with a pedestrian-friendly "main street" appearance, and others have a more auto-dominated "strip commercial" design. Auto-dominated design is typified by parking located between the front of the building and the street, auto-oriented signs, and minimal landscape.

The policies in this section are intended to offer guidance on how to preserve and enhance commercial corridors to achieve the City of Villages goals of creating walkable communities and encouraging transit use. The design policies also apply to commercial corridors not identified as transit corridors, with the goal of redesigning these commercial corridors so they enhance the community and are attractive to pedestrians, transit riders, and bicyclists, in addition to drivers.



Commercial centers outside of villages, as well as employment centers, and other types of activity centers should also be designed in accordance with many of the same design policies that apply to village and commercial areas (see also Land Use Element, Section A).

Policies

Mixed-Use Villages

- UD-C.1. In villages and transit corridors identified in community plans, provide a mix of uses that create vibrant, active places in villages.
 - a. Encourage both vertical (stacked) and horizontal (side-by-side) mixed-use development.
 - b. Achieve a mix of housing types, by pursuing innovative designs to meet the needs of a broad range of households.



- c. Encourage placement of active uses, such as retailers, restaurants, cultural facilities and amenities, and other various services, on the ground floor of buildings in areas where the greatest levels of pedestrian activity are sought.
- d. Encourage the provision of approximately ten percent of a project's net site area as public space, with adjustments for smaller (less than ten acres) or constrained sites. Public space may be provided in the form of plazas, greens, gardens, pocket parks, amphitheaters, community meeting rooms, public facilities and services, and social services (see also UD-C.5 and UD-E.1).
 - 1. When public space is provided in the form of public parks in accordance with Recreation Element, Policy RE-A.9, and the public park space may be used to meet population-based park requirements.
 - 2. Where multiple property owners are involved in a village development, develop incentives or other mechanisms to help provide well-located public spaces.
- e. Utilize existing or create new Land Development Code zone packages or other regulations as needed for mixed-use development.
 - 1. Provide standards that address the particular design issues related to mixed-use projects, such as parking, noise attenuation and security measures, and minimize negative impacts on the community.
 - 2. Provide standards that address bulk, mass, articulation, height, and transition issues such as the interface with surrounding or adjacent development and uses, and minimize negative impacts on the community.
- f. Encourage location of mixed-use projects in transition areas and areas where small-scale commercial uses can fit into a residential neighborhood context.

UD-C.2. Design village centers to be integrated into existing neighborhoods through pedestrian-friendly site design and building orientation, and the provision of multiple pedestrian access points.

UD-C.3. Develop and apply building design guidelines and regulations that create diversity rather than homogeneity, and improve the quality of infill development.

- a. Encourage distinctive architectural features to differentiate residential, commercial and mixed-use buildings and promote a sense of identity to village centers.

Pedestrian-Oriented Design

UD-C.4. Create pedestrian-friendly village centers (see also Mobility Element, Sections A and C).

- a. Respect pedestrian-orientation by creating entries directly to the street and active uses at street level.



- b. Design or redesign buildings to include pedestrian-friendly entrances, outdoor dining areas, plazas, transparent windows, public art, and a variety of other elements to encourage pedestrian activity and interest at the ground floor level.
- c. Orient buildings in village centers to commercial local streets, or to internal project drives that are designed to function like a public street, in order to create a pedestrian-oriented shopping experience, including provision of on-street parking.
- d. Provide pathways that offer direct connections from the street to building entrances.
- e. Break up the exterior facades of large retail establishment structures into distinct building masses distinguished by offsetting planes, rooflines and overhangs or other means.
- f. Where feasible, use small buildings in key locations to create a human scale environment in large retail centers. Incorporate separate individual main entrances directly leading to the outside from individual stores.



Village Center Public Space

- UD-C.5. Design village centers as civic focal points for public gatherings with public spaces (see also UD-C.1 for village center public space requirements and UD-E.1 for the design of public spaces).
- a. Establish build-to lines to frame and define create village center public space and pedestrian streets.
 - b. Ensure public spaces are easily accessible and open to the public. The mechanisms used to provide the public space will vary as appropriate and could include, but are not limited to: land dedications, joint use agreements, and public access easements. Public space areas may include reasonable hours of use



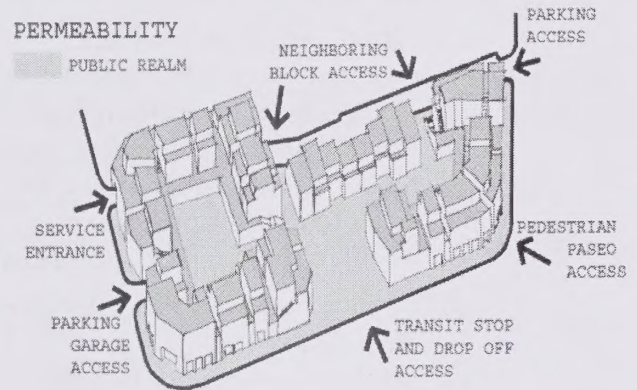
restrictions, demarcation of private and publicly accessible areas, and other signage to communicate public access rights, responsibilities and limitations.

- c. Encourage provision of public space in the earliest possible phase of development, as determined by the public's ability to use and access the space.

Village Street Layout and Design

UD-C.6. Design project circulation systems for walkability.

- a. Extend existing street grid patterns into development within existing fine-grained neighborhoods.
- b. Design a grid or modified-grid internal project street system, with sidewalks and curbs, as the organizing framework for development in village centers.
- c. Diagonal or "on-street" parallel parking may be appropriate along driveways in order to contribute to a "main street" appearance.
- d. Provide pedestrian shortcuts through the developments to connect destinations where the existing street system has long blocks or circuitous street patterns.
- e. Use pedestrian amenities, such as curb extensions and textured paving, to delineate key pedestrian crossings.
- f. Design new connections, and remove any barriers to pedestrian and bicycle circulation in order to enable people to walk or bike, rather than drive, to neighboring destinations (see also Mobility Element, Sections A and F).
- g. Lay out streets to take advantage of and maximize vistas into public view sheds.
- h. Share and manage commercial, residential, and public parking facilities where possible to manage parking for greater efficiency (see also Mobility Element, Section G).
- i. Incorporate design features that facilitate transit service along existing or proposed routes, such as bus pullout areas, covered transit stops, and multi-modal pathways through projects to transit stops.



Streetscape

UD-C.7. Enhance the public streetscape for greater walkability and neighborhood aesthetics (see also UD-A.10 and Section F.).

- a. Preserve and enhance existing main streets.



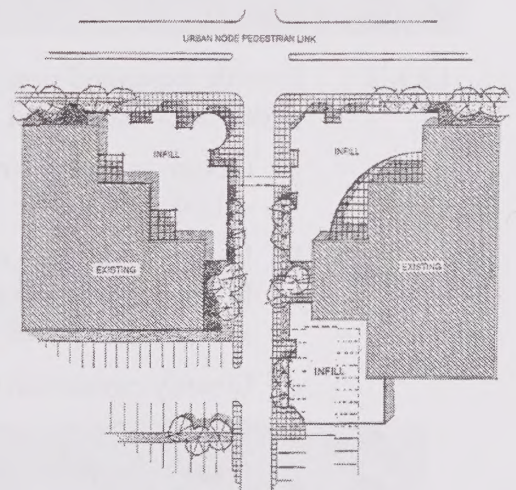
- b. Establish build-to lines, or maximum permitted setbacks on designated streets.
- c. Design or redesign buildings to include architecturally interesting elements, pedestrian-friendly entrances, outdoor dining areas, transparent windows, or other means that emphasize human-scaled design features at the ground floor level.
- d. Implement pedestrian facilities and amenities in the public right-of-way including wider sidewalks, street trees, pedestrian-scaled lighting and signs, landscape, and street furniture.
- e. Relate the ground floor of buildings to the street in a manner that adds to the pedestrian experience while providing an appropriate level of privacy and security
- f. Design or redesign the primary entrances of buildings to open onto the public street.



Superblocks

UD-C.8. Retrofit existing large-scale development patterns, such as "superblocks" or "campus-style" developments, to provide more and improved linkages among uses in the superblock, neighboring developments, and the public street system.

- a. Coordinate the redesign of roads, sidewalks, and open spaces of adjacent developments.
- b. Locate new infill buildings in a manner that will promote increased pedestrian activity along streets and in public common areas.
- c. Implement exterior improvements such as public art, pedestrian-scale windows and entrances, signs, and street furniture.



D. Office and Business Park Development

Goals

- ◆ Promote the enhanced visual quality of office and industrial development.
- ◆ Provide increased pedestrian-and transit-orientation within office and industrial developments.



Discussion

The design of our employment areas is a critical element of our City's built environment. It is important to provide pleasant working environments, and for employment centers at the edge of residential neighborhoods and open space systems to be sensitively designed. This may be achieved by applying architectural and site planning guidelines to employment centers. In addition to encouraging office and industrial development to be well designed and aesthetically pleasing, it is important to provide easy access to employment areas. This may be achieved through additional integration of transit within employment areas, and the creation of safe and direct bicycle and pedestrian connections. The provision of multi-modal connections to workplaces is a critical element to not only link people to their work sites, but to also provide employees access to a convenient mix of supportive uses around their workplaces. Another important element of employment centers are places for people to gather and recreate. It is important to design amenities into workplaces that allow employees or visitors to gather and recreate, such as plazas and courtyards.

Policies

Pedestrian-Oriented Design

- UD-D.1. Provide expanded opportunities for local access and address the circulation needs of pedestrians within and among office and business park developments.
- Design safe pedestrian routes between developments, preferably separated from vehicle traffic.
 - Design pedestrian routes to provide interest to the walker and promote their use. Interest can be created by paving materials, landscaping, public art, and uses such as retail, restaurant, and plazas for public events such as concerts.
 - Identify pedestrian crossings of streets or parking lots through the use of special paving.
 - Provide project recreational and/or urban plazas that link visually and/or physically to the pedestrian network or network of public spaces.

Architecture

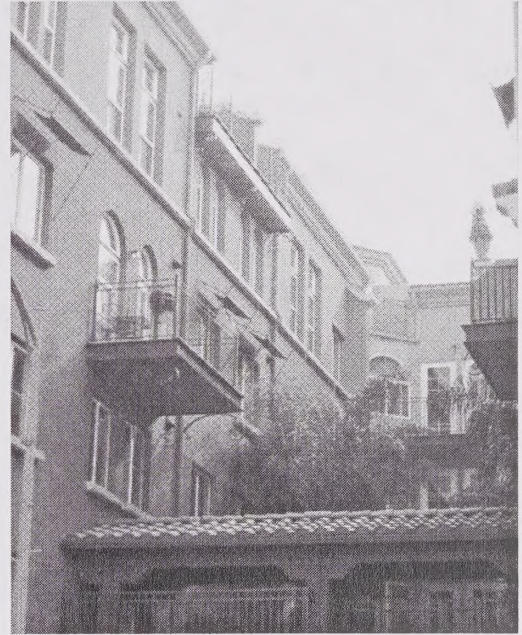
- UD-D.2. Assure high quality design of buildings and structures. The design and orientation of buildings within projects affect the pedestrian- and transit-orientation.
- Design buildings to have shadow-relief where pop-outs, offsetting planes, overhangs, and recessed doorways are used to provide visual interest, particularly at the street level.
 - Design rooftops and the rear elevations of buildings to be as well detailed and visually interesting as the front elevation, if it will be visible from a public street.



- c. Locate outdoor storage areas, refuse collection areas, and loading areas in interior rear or side yards and screen with a similar material and color as the primary building.

UD-D.3. Assure high-quality design in parking areas, which often provide the first impression and identification of a project to a client, employee, or resident.

- a. Utilize a combination of trees and shrubs at the edge of parking areas to screen parking lots and structures from the street.
- b. Distribute landscape areas between the periphery and interior landscaped islands.
- c. Design landscape to break-up large paved areas.



E. Public Spaces and Civic Architecture

Goals

- ◆ Significant public gathering spaces in every community.
- ◆ Distinctive civic architecture, landmarks and public facilities.

Discussion

Public gathering spaces have the potential to strengthen the social fabric and identity of neighborhoods. The City of Villages strategy calls for significant public space to be provided in every village development. Thoughtful design is needed to ensure that these spaces become treasured neighborhood assets. In addition, investments in infrastructure and facilities serve specific needs, but also may enhance the identity of a community and be a catalyst to high quality private investment.





Policies

Public Spaces

- UD-E.1. Include public plazas, squares or other gathering spaces in each neighborhood and village center (see also UD-C.1 and UD-C.5 for additional public space requirements in village centers, and UD-F.3 for policy direction on public art and cultural activities in public spaces).
- a. Locate public spaces in prominent, recognizable, and accessible locations.
 - b. Design outdoor open areas as "outdoor rooms," developing a hierarchy of usable spaces that create a sense of enclosure using landscape, paving, walls, lighting, and structures.
 - c. Develop each public space with a unique character, specific to its site and use.
 - d. Design public spaces to accommodate a variety of artistic, social, cultural, and recreational opportunities including civic gatherings such as festivals, markets, performances, and exhibits.
 - e. Consider artistic, cultural, and social activities unique to the neighborhood and designed for varying age groups that can be incorporated into the space.
 - f. Use landscape, hardscape, and public art to improve the quality of public spaces.
 - g. Encourage the active management and programming of public spaces.
 - h. Design outdoor spaces to allow for both shade and the penetration of sunlight.
 - i. Frame parks and plazas with buildings which visually contain and provide natural surveillance into the open space.
 - j. Address maintenance and programming.

Civic Architecture and Landmarks

- UD-E.2. Treat and locate civic architecture and landmark institutions prominently.
- a. Where feasible, provide distinctive public open space, public art, greens, and/or plazas around civic buildings such as courthouses, libraries, post offices, and community centers to enhance the character of these civic and public buildings. Such civic and public buildings are widely used and should form the focal point for neighborhoods and communities.
 - b. Incorporate sustainable building principles into building design (see also Conservation Element, Section A).



- c. Civic buildings at prominent locations, such as canyon rims, sites fronting open space, sites framing a public vista, and those affording a silhouette against the sky should exhibit notable architecture.
- d. Encourage innovative designs that distinguish civic and public buildings and landmarks from the surrounding neighborhood as a means of identifying their role as focal points for the community.
- e. Support the preservation of community landmarks.



F. Public Art and Cultural Amenities

Goal

- ◆ A City enhanced with distinctive public art and cultural amenities.

Discussion

Public art and cultural amenities have the potential to enliven public spaces and build a sense of community identity. The City of San Diego's Public Art Program dates back to 1984 and has developed over the years, including adoption of the City of San Diego Commission for Arts and Culture's Public Art Master Plan in 2004. Public art and cultural amenities can help to implement the City of Villages strategy, as they are an effective means to improve the quality of the built environment, contribute to economic



ISIS
By Mark di Suvero

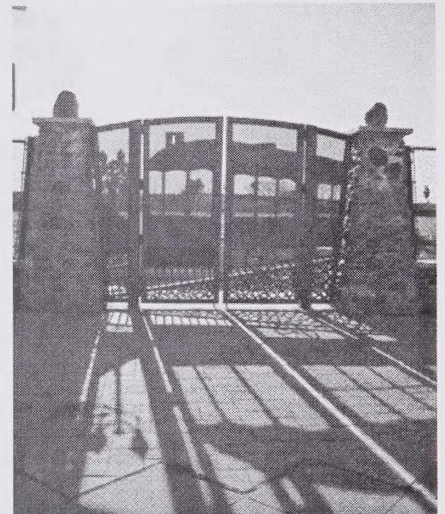


prosperity, create great public spaces, foster cultural diversity, attract tourists, and celebrate the distinctiveness of San Diego's neighborhoods. Public art and cultural amenities can also contribute to the City of Villages goal of creating more walkable communities by enlivening the streetscape and other public spaces. The following policies are intended to provide an overview of how public art and cultural amenities relate to the City's planning and urban design goals. The following are policies related to public art and cultural amenities.

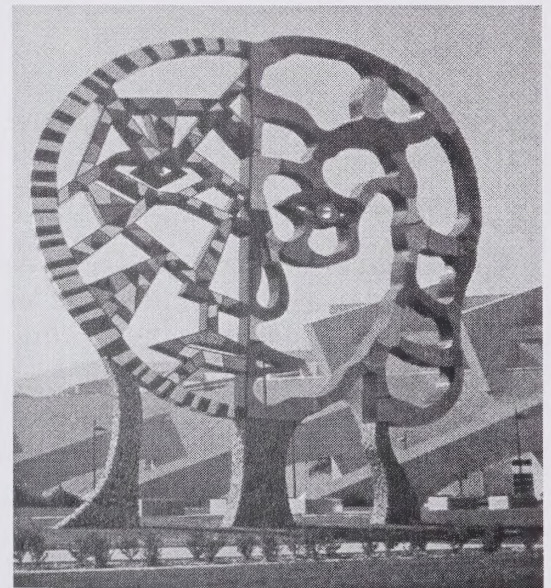
Policies

Community Identity

- UD-F.1. Integrate public art and cultural amenities that respond to the nature and context of their surroundings. Consider the unique qualities of the community and the special character of the area in the development of public art and programming for cultural amenities.
- Use arts and culture to strengthen the sense of identity of the Neighborhood and Urban Village Centers of each community.
 - Use public art and cultural amenities to improve the design and public support for public infrastructure projects.
 - Reinforce community pride and identity by encouraging artworks and cultural amenities that celebrate the unique cultural, ethnic, historical, or other attributes of each unique neighborhood.
 - Use public art and cultural amenities as a means to assist in implementation of community-specific goals and policies.
 - Use public art and cultural amenities as community landmarks, encouraging public gathering and wayfinding.
 - Encourage involvement of recognized community planning groups and other community stakeholders in the decision-making process regarding public art and cultural amenities.



Trolley Comes to Town
By Linda Joanou & Alberde Matteis



Coming Together
By Niki de St. Phalle



Citywide Identity

- UD-F.2. Use public art and cultural amenities to celebrate San Diego's diversity, history, and unique character.
- Take advantage of opportunities to emphasize, through arts and culture, the connections between San Diego, Mexico and the Pacific Rim.
 - Support public art and cultural amenities that explore, reflect and respond to the diverse facets of historic and contemporary San Diego life.
 - Reinforce San Diego's commitment to diversity by using public art and cultural amenities to interpret and celebrate the histories and cultures of its population.

Public Spaces

- UD-F.3. Enhance the urban environment by animating the City's public spaces.
- Utilize public art and cultural amenities such as festivals to create vibrant and distinctive public squares, plazas, parks, and other public gathering spaces.
 - Ensure that public artworks respond to the nature of their surroundings both physically and conceptually.
 - Encourage the use of public art in highly visible places as a directional assistance that can be used to delineate access routes and entrance points.
 - In high foot traffic areas, use pedestrian-oriented art interventions to enhance the pedestrian experience.
 - Highlight points of interest throughout the City through the use of artwork and cultural amenities.
 - Encourage artworks and activities that animate public spaces and energize the cityscape.
 - Encourage temporary public artworks to create a dynamic changing and engaging environment.
 - Encourage artist-designed infrastructure improvements within communities such as utility boxes, street-end bollards, lampposts, and street furniture.
 - Encourage incorporation of vandal-resistant and easily repairable materials in art to reduce maintenance requirements.
 - Encourage the programming of changing exhibits and public uses through active management and programming of public spaces.
 - Encourage a range of activities, easy access, a clean and attractive environment, and a space for people to socialize in order to attract legitimate users and thereby discourage improper behavior.
 - Provide front porches, parks, plazas, and other outside public spaces for residents to socialize.



Urban Design Element

Development Quality

- UD-F.4. Improve the quality of new development through public art and spaces for cultural use.
- Provide a humanizing element to public and private developments through the installation of public artworks and spaces for cultural use.
 - Include art in development projects as a means to distinguish and enliven spaces viewed or experienced by the public.
 - Create a more livable community by encouraging public art as a part of development as outlined in Council Policy 900-11 and required in the Municipal Code (Chapter 2, Article 6, Division 7).

Public Participation

- UD-F.5. Provide opportunities for the collaboration of artists and community members.
- Encourage the incorporation of public art plans and programs in the initial stages of the development process, rather than as an afterthought.
 - Conduct outreach efforts and engage community members in the public art process.
 - Ensure that artists conduct research and gather community input before generating concepts for public artworks.

Public Works Projects 2 percent for Art

Council Policy 900-11 outlines a process for including public art in selected Capital Improvement Program (CIP) projects. The Public Art Program is to be funded by two percent of the budget for all eligible CIP projects over \$250,000. Artists are to be involved in the early stages of project design so that they may become an integral part of the design process.

Private Development 1 percent for Art

The City Council has amended the Municipal Code (Chapter 2, Article 6, Division 7) to require certain private developers to set aside one percent of their project budgets for art and cultural enhancement. The ordinance applies to eligible private commercial and industrial developments with a total building permit valuation equal to or in excess of \$5 million dollars. This requirement may be satisfied by the financing of cultural and artistic facilities and/or on-site artwork. Private developers also have the option to pay a one half percent in-lieu fee. In-lieu fees are used for artistic enrichment of the City's public spaces.



Vermont Street Bridge
By Stone Paper Scissors



Economic Prosperity

Purpose

To provide a clear and concise overview of the economic prosperity element, its purpose, and its role in the overall business strategy.

Introduction

Economic prosperity is a key component of a company's success. It refers to the state of a company's financial health, its ability to generate profit, and its overall performance. This document provides a clear and concise overview of the economic prosperity element, its purpose, and its role in the overall business strategy.

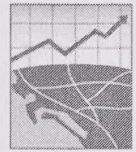
Economic Prosperity Element

The economic prosperity element is a key component of a company's success. It refers to the state of a company's financial health, its ability to generate profit, and its overall performance.

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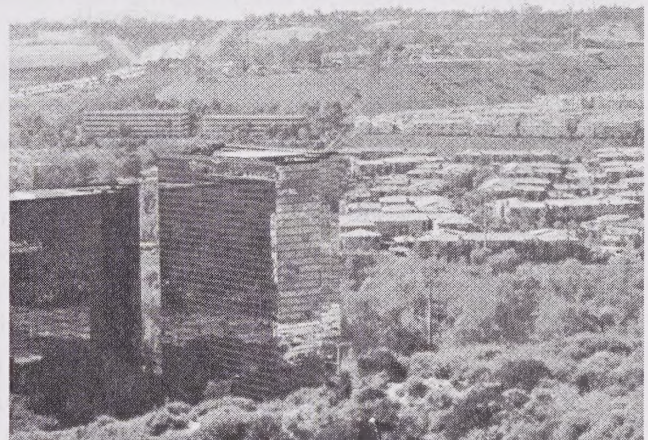
Economic Prosperity

Purpose

To increase wealth and the standard of living of all San Diegans with policies that support a diverse, innovative, competitive, entrepreneurial, and sustainable local economy.

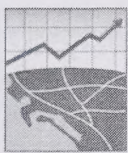
Introduction

Economic prosperity is a key component of quality of life. The structure of the City of San Diego's (City) economy influences the City's physical development and determines the City's capacity to fund essential services. There have been dramatic changes in the structure of our economy in the last several decades, from a production-based economy to one increasingly based on creativity and innovation. The 21st century economy requires flexibility. Recognizing that the City operates within the broader context of a regional and global economic setting, the City must strengthen its competitive position by creating an environment and infrastructure where industries for which San Diego is competitive can create, respond, and adjust rapidly.



The policies in this element are intended to improve economic prosperity by ensuring that the economy grows in ways that strengthen our industries, retain and create good jobs with self-sufficient wages, increase average income, and stimulate economic investment in our communities. A strong economy creates the wealth that allows San Diegans to support the public facilities, services, and quality of life they demand.

The Regional Comprehensive Plan (RCP), adopted by the San Diego Association of Governments (SANDAG), sets forth a vision for 2030 that states in part, "our region is economically diverse. We have an educated and well-trained workforce, an innovative business culture, and excellent universities. Our transportation, water and energy infrastructure systems serve the needs of the greater region while meeting the demands of the modern global marketplace. The region has a highly educated and well-trained workforce and all segments of society are able to participate in our economic prosperity. Our workforce is capable of adapting to the ever-changing needs of modern industry. We embrace our economic and social diversity. Environmentally-friendly and sustainable business practices have become a hallmark of the

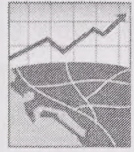


region." The RCP recommendations focus on retaining and expanding local businesses, creating more middle-income jobs, and preparing residents to fill these jobs.

The City shares SANDAG's vision and plays an important economic role in the region due to the amount and significance of employment land located here relative to other jurisdictions. The City's size and location within the region, its major infrastructure for economic development, its universities, and its large labor force contribute to the economic role it plays. Several of the key issues that SANDAG identifies in the RCP are addressed in the City's economic prosperity policies including: developing an internationally competitive economy, strengthening the relationship between workforce requirements and educational programs, identifying an adequate supply of land for housing and businesses, improving the region's business environment and monitoring our progress, and fostering the region's emerging and high-technology industries.

The City's Economic Development Strategic Plan will further refine the policies in this element. It translates regional economic and quality of life information to more specific economic policies and programs. Regular updates to the strategy will identify those industries that are growing for which San Diego is competitive in the global marketplace. However, traditional industries, while not necessarily growing, are still important to large segments of our population. The City's policies anticipate a future economy supported by technology, telecommunications, biotechnology, earth and environmental sciences, education, health products and services, maritime, tourism, professional services, trade, defense, and new unnamed industries that will emerge in the ever-changing global economy. The achievement of economic prosperity goals also relies on policies in the Land Use and Community Planning Element to appropriately designate land for economic development, the Housing Element to provide workforce housing accessible to employment areas, the Mobility Element to provide a critical link between housing and jobs, and the Public Facilities, Services and Safety Element to address the provision of regional facilities needed to reinforce the viability of our industrial areas.

The Economic Prosperity Element links economic prosperity goals with land use distribution and employment land use policies. Employment land includes land utilized by industrial, commercial service, and commercial retail users. The capacity for the City's basic industrial, commercial, and service export industries is particularly important for bringing income to the City and building wealth for its citizens. To retain an adequate supply of land appropriate for future base sector industries, these employment uses should be designated in key areas throughout the City. Underutilized land that could be redeveloped for certain types of export industries and other types of employment uses in urbanized areas should also be identified. The Regional Center, Subregional Employment Areas, and Urban, Community, and Neighborhood Villages will have an important role in the City's economic prosperity strategy by providing the land and infrastructure needed to support business development, and a variety of employment and housing opportunities. The element's overall goals of preserving regionally significant employment lands, using employment areas more efficiently, and strengthening the border economy, will require the refinement of policies when individual community plans are updated.



The Economic Prosperity Element also expands the traditional focus of a general plan to include a variety of economic development policies that have a less direct effect on land use, but are designed to achieve a rising standard of living. These include policies aimed at supporting existing and new businesses that reflect the changing nature of industry, creating the types of jobs most beneficial to the local economy, and preparing our workforce to compete for these jobs in the global marketplace. Despite the economic growth that has occurred over the last several years, economic prosperity has not been evenly distributed in San Diego. National and local economic trends are potentially creating a skewed economy (fewer middle-income jobs, more high-quality professional jobs, and many low-wage services jobs), exacerbating income, social, and spatial disparities. The impacts of these disparities include social service costs incurred by the City and other public agencies. Implementation of the policies addressing these issues will require more specific initiatives including regular updates to the City's Economic Development Strategic Plan.

A. Industrial Land Use

Goals

- ◆ A diversified economy with a focus on providing quality employment opportunities and self-sufficient wages for all San Diegans.
- ◆ A city with sufficient land capacity for base sector industries to sustain a strong economic base.
- ◆ Efficient use of existing employment lands.

Discussion

The Availability of Industrial Land

The supply and type of employment land uses in the City are significant factors in determining the ability of the City to meet the needs of a rapidly changing economy. As of 2006, only one-fourth of all designated industrial land was still vacant in the City. More than two-thirds of the total vacant industrial land in the City is located in the community of Otay Mesa. The majority of the remaining vacant industrial land within the City is located within the other Subregional Employment Areas (see Figure EP-2, Regional Center and Subregional Employment Areas). Regionally, there is adequate long-term availability of employment land, but there is a shortage of available land within the City close to housing, transportation, public transit, and other infrastructure. This diminishing supply of industrial land is a potential challenge to the growth and retention of base sector industries providing middle-income job opportunities in the City.

Adopted community plans vary in their treatment of industrially designated land. Some community plans discourage or prohibit non-industrial uses, some plans identify areas to locate



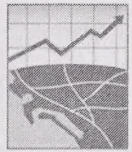
industrial support uses, and others contain industrial land that clearly anticipates a mix of non-industrial uses. The General Plan recognizes that industrial areas play a role in both the community and the San Diego region. Therefore, the General Plan accounts for the various roles of adopted land use designations in community plans and provide a policy framework for evaluating the future role of currently designated industrial land through the community plan update process. The focus is on a strategy to evaluate and preserve critically-located base sector areas but to allow, through comprehensive analysis, consideration of conversion or mixed-use of industrial land if it is not critical to the City's or region's base sector employment goals.

Economic Base Sector Industrial Uses

Economic base sector industries create wealth for a local jurisdiction by exporting products and services primarily to national and international markets outside of the local area. As such, base sector industries drive regional prosperity, are a source of competitiveness and innovation, and are the primary source of new businesses in the region. San Diego's economic base is primarily composed of manufacturing industries (including research and development), certain professional services, visitor industries, and industries related to national security and international affairs. High technology manufacturing, and research and development are the most significant because they support middle-income employment that is essential to preserve a healthy economic base. In San Diego, these uses are growing and becoming more internationally competitive. The retention of these uses also preserves the City's ability to maintain a stable tax base and support higher levels of municipal services for a growing population. Base sector industries primarily include the functions of manufacturing, research and development, assembly, corporate headquarters, warehousing, distribution, marketing, and certain related professional and administrative functions associated with product/process conception, development, sales, and distribution.

Increasing globalization will continue to result in the loss of some traditional manufacturing operations that support middle-income employment both nationally and in the City. Maintaining areas for base sector industries with existing infrastructure is the principal way that the General Plan and community plans can influence the economic health of the City. Protection of these areas from encroachment by non-base sector uses that have alternative site opportunities within the City, such as commercial retail and services, residential, and some institutional uses, creates opportunities for existing users to expand rather than relocate out of the City. Community plan land use designations which are sufficiently refined to protect key industrial areas can create conditions which do not further exacerbate the local impacts of these global trends and, where possible, facilitate the development and expansion of base sector manufacturing, research and development, and support industries in the City.

Long-term changes in the economy have increasingly favored San Diego as a location for research and development functions, which can be performed in an office setting or flexible industrial space. Although current industrial development standards allow for adequate intensification of all types of industrial and office uses today, over the long term the City needs to continue to strengthen policies that support higher-intensity industrial development in particular locations that accommodate these



research and development uses, supportive professional services, and corporate headquarters. Higher-intensity development also uses the City's limited land supply more efficiently.

Non-Base Sector Employment Uses

Non-base sector employment provides goods and services to base sector businesses and their employees. The significant growth of non-base service sector employment in San Diego has created a demand for multi-tenant and other commercial service office buildings. There is an adequate supply of land for these uses due to their ability to locate in a wider variety of commercial, mixed-use, and business park areas throughout the City. Intensification of these uses should be encouraged in appropriate locations, particularly in central locations within the City that are served well by transit, such as neighborhood, community, and urban villages and transit corridors. These uses also have greater compatibility with residential developments and should be encouraged as part of diverse village or other mixed-use developments.

In sum, maintaining an adequate supply of a variety of employment land types contributes to the economic health of San Diego in two major ways – accommodating a wide range of jobs for the City's residents, and importing dollars from outside the area. Economic diversity is crucial to a region's ability to weather economic cycles and to perpetuate the continuous generation of new industries and businesses. While traditional industrial park development may still be required in the future, the City will follow the trend toward increasingly vertical work places. Community plan land use designations for the Industrial Land Use category have been created with the goal of providing communities a menu of potential categories to fit individual conditions and community plan objectives while advancing citywide economic prosperity goals (see also Land Use and Community Planning Element, Table LU-4, General Plan and Community Plan Land Use Categories).

Industrial and Prime Industrial Land

Prime industrial land as depicted on Figure EP-1 identifies areas that support export-oriented base sector activities such as warehouse distribution, heavy or light manufacturing, research and development uses. These areas are part of even larger areas that provide a significant benefit to the regional economy and meet General Plan goals and objectives to encourage a strong economic base. There are six criteria to analyze to determine whether a particular area should be identified as prime industrial land (see Appendix C, EP-1). While not a selection criterion, some of the areas depicted on the map include supportive business uses.

It is anticipated that the Industrial and Prime Industrial Land Map will be revised over time, particularly as appropriate land uses are evaluated during comprehensive community plan updates. Land identified as Prime Industrial will undergo additional scrutiny if land use amendments are proposed that could diminish their potential role for base sector and related employment uses either before or after comprehensive community plan updates. The identification of prime industrial lands is intended to protect valuable employment land for base sector industries. The identification of land as Prime Industrial does not change the land use designation or zoning of a property, nor influence the processing of ministerial permits.

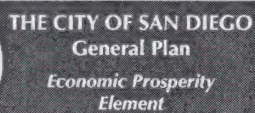


Figure EP-1

Industrial and Prime Industrial Land Identification

- | | |
|---|--|
|  | Areas Where Prime Industrial Land Policies Apply |
|  | Areas Where Prime Industrial Land Policies Apply Under San Diego Unified Port District Jurisdiction |
|  | Areas Where Other Industrial Land Policies Apply |
|  | Otay Mesa Industrial Land
(Prime industrial lands in Otay Mesa will be identified as part of the community plan update process) |





The Industrial and Prime Industrial Land Map also identifies all industrially designated land in the applicable community plan. Some of the industrial areas outside of Prime Industrial lands could convert to other non-industrial uses, such as commercial or residential uses, after an analysis of relevant factors to determine if the property could still feasibly support industrial uses and is appropriate for the use requested. In many older industrial areas containing obsolete industrial and many non-industrial uses (such as office and commercial uses), conversion to other uses could contribute significantly to community revitalization.

The City's industrial land availability has been impacted by the intrusion of sensitive receptors such as child care facilities and schools (see the Glossary for "sensitive receptor" description). These uses require separation from certain commercial and industrial operations. Their location in industrial areas may limit the ability of the permitted industrial uses to expand. In addition, prime industrial lands, often characterized by large level lots, have been increasingly utilized by land-intensive uses which have been preempted in higher-cost commercial areas.

In order to maintain an adequate supply of land to accommodate base sector employment uses, residential, and some commercial and institutional uses should be limited in prime industrial areas until, or unless, a comprehensive study is performed to demonstrate the preservation of land for industrial and other base sector activities is no longer needed, in accordance with policies EP-A.12 through EP-A.15. The identification of prime industrial land does not preclude the future application of any of the industrial community plan land use designations provided that residential is not included.

Residential and Industrial Collocation and Conversion

The lack of affordable housing in San Diego negatively affects the local economy by limiting the ability of an industry to compete nationally for the necessary workforce. Additionally, the lack of housing near employment nodes has led to a strain on the City's roads, freeways, infrastructure, and environment, and affects the quality of life for all San Diegans by increasing the household cost of transportation. Policies aimed at increasing the supply of low- to moderate-income housing for the workforce are contained in the Housing Element.

As community plans are updated, opportunities for employment uses, as well as areas appropriate for locating workforce-housing opportunities near job centers, will be identified. In the interim, as community plan amendments are requested for collocation or conversion, there needs to be a means to minimize land use conflicts and preserve the most important types of industrial land, or prime industrial land, from residential, public assembly, and other sensitive receptor land uses.



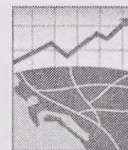
Policies

Base Sector Industrial Uses

- EP-A.1. Protect base sector uses that provide quality job opportunities including middle-income jobs; provide for secondary employment and supporting uses; and maintain areas where smaller emerging industrial uses can locate in a multi-tenant setting. When updating community plans or considering plan amendments, the industrial land use designations contained in the Land Use and Community Planning Element should be appropriately applied to protect viable sites for base sector and related employment uses.
- EP-A.2. Encourage a broader geographic distribution of high technology businesses throughout the City.
- EP-A.3. Encourage large regional employers to locate and expand in the Regional Center or Subregional Employment Areas.
- EP-A.4. Include base sector uses appropriate to an office setting in Urban Village and Community Village Centers.
- EP-A.5. Consider the redesignation of non-industrial properties to industrial use where land use conflicts can be minimized. Evaluate the extent to which the proposed designation and subsequent industrial development would:
- Accommodate the expansion of existing industrial uses to facilitate their retention in the area in which they are located.
 - Not intrude into existing residential neighborhoods or disrupt existing commercial activities and other uses.
 - Mitigate any environmental impacts (traffic, noise, lighting, air pollution, and odor) to adjacent land.
 - Be adequately served by existing and planned infrastructure.

Non-Base Sector Employment Uses

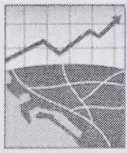
- EP-A.6. Provide for the establishment or retention of non-base sector employment uses to serve base sector industries and community needs and encourage the development of small businesses. To the extent possible, consider locating these types of employment uses near housing. When updating community plans or considering plan amendments, land use designations contained in the Land Use and Community Planning Element should be appropriately applied to provide for non-base sector employment uses.



- EP-A.7. Increase the allowable intensity of employment uses in Subregional Employment Areas and Urban Village Centers where transportation and transit infrastructure exist. The role of transit and other alternative modes of transportation on development project review are further specified in the Mobility Element, Policies ME-C.8 through ME-C.10.
- EP-A.8. Concentrate more intense office development in Subregional Employment Areas and in Urban Villages with transit access.
- EP-A.9. Efficiently utilize employment lands through increased intensity in "urban villages" and Subregional Employment Areas.
- EP-A.10. Locate compatible employment uses on infill industrial sites and establish incentives to support job growth in existing urban areas.
- EP-A.11. Encourage the provision of workforce housing within employment areas not identified as Prime Industrial Land that is compatible with wage structures associated with existing and forecasted employment.

Prime Industrial Land

- EP-A.12. Protect Prime Industrial Land as shown on the Industrial and Prime Industrial Land Map, Figure EP-1. As community plans are updated, the applicability of the Prime Industrial Land Map will be revisited and changes considered.
 - a. Amend the boundaries of Figure EP-1 if community plan updates or community plan amendments lead to an addition of Prime Industrial Lands, or conversely, a conversion of Prime Industrial Land uses to other uses that would necessitate the removal of properties from the Prime Industrial Land identification.
 - b. Amend the boundaries of Figure EP-1 if community plan updates or community plan amendments/rezones lead to a collocation (the geographic integration of residential uses and other non-industrial uses into industrial uses located on the same premises) of uses.
 - c. Justification for a land use change must be supported by an evaluation of the prime industrial land criteria in Appendix C, EP-1, the collocation/conversion suitability factors in Appendix C, EP-2, and the potential contribution of the area to the local and regional economy.
- EP-A.13. In areas identified as Prime Industrial Land as shown on Figure EP-1, do not permit discretionary use permits for public assembly or sensitive receptor land uses.



Economic Prosperity Element

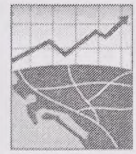
- EP-A.14. In areas identified as Prime Industrial Land as shown on Figure EP-1, child care facilities for employees' children, as an ancillary use to industrial uses on a site, may be considered and allowed when they: are sited at a demonstrably adequate distance from the property line, so as not to limit the current or future operations of any adjacent industrially-designated property; can assure that health and safety requirements are met in compliance with required permits; and are not precluded by the applicable Airport Land Use Compatibility Plan.
- EP-A.15. The identification of Prime Industrial Land on any property does not preclude the development or redevelopment of such property pursuant to the development regulations and permitted uses of the existing zone and community plan designation, nor does it limit the application of any of the Industrial Employment recommended community plan land use designations in Table LU-4, provided that residential use is not included.

Other Industrial Land

- EP-A.16. In industrial areas not identified as Prime Industrial Lands on Figure EP-1, the redesignation of industrial lands to non-industrial uses should evaluate the Area Characteristics factor in Appendix C, EP-2 to ensure that other viable industrial areas are protected.
- EP-A.17. Analyze the collocation and conversion suitability factors listed in Appendix C, EP-2, when considering residential conversion or collocation in non-prime industrial land areas.
- EP-A.18. Amend the Public Facilities Financing Plan concurrently to identify needed facilities if residential uses are proposed in industrially designated areas.
- EP-A.19. Encourage child care facilities in employment areas not identified as prime industrial land where health and safety can be ensured and where not precluded by the applicable Airport Land Use Compatibility Plan.

All Industrial Areas

- EP-A.20. Meet the following requirements in all industrial areas as a part of the discretionary review of projects involving residential, commercial, institutional, mixed-use, public assembly, or other sensitive receptor land uses:
- Analyze the Collocation/Conversion Suitability Factors in Appendix C, EP-2.
 - Incorporate pedestrian design elements including pedestrian-oriented street and sidewalk connections to adjacent properties, activity centers, and transit.
 - Require payment of the conversion/collocation project's fair share of community facilities required to serve the project (at the time of occupancy).



B. Commercial Land Use

Goals

- ◆ Commercial development which uses land efficiently, offers flexibility to changing resident and business shopping needs, and improves environmental quality.
- ◆ Economically healthy neighborhood and community commercial areas that are easily accessible to residents.
- ◆ New commercial development that contributes positively to the economic vitality of the community and provides opportunities for new business development.
- ◆ A city with land appropriately designated to sustain a robust commercial base.

Discussion

Commercial development provides important goods and services to City residents and businesses. Future commercial development in the City will take the form of redevelopment, expansion of existing underutilized commercial areas, and some new infill development. Changes in the retail market are accelerating and format types for shopping areas are in constant flux. As we look to the future, policies regarding commercial development must be flexible to meet the rapidly changing needs of the population and their methods of shopping, given changes in technology and delivery systems. Traditional shopping centers will be redesigned to accommodate new types of anchor stores, different tenant mixes, and include a wider variety of non-retail uses (such as housing, public spaces, civic uses, open space, and entertainment uses).

Long-term market conditions can also result in commercial development in some communities in excess of what the market area can support, which results in an inefficient use of land and potential blight. The re-designation of commercial land to residential or mixed-use, particularly in older, competitively-obsolete commercial strips, increases the market for remaining retail properties, thereby encouraging reinvestment and improvement in their quality.

The City of Villages strategy incorporates the growing need for convenience and good design to attract the consumer. Many of the new shopping centers of this coming era will be designed to resemble a community and will function like a Main Street. The provision of traditionally stand-alone commercial uses within mixed-use development is an important strategy in using the City's land more efficiently. The in-migration of population to the City will encourage redevelopment of underutilized urban sites into distinct shopping areas. Ethnic and racial diversity will also play a role as Hispanic, Asian, and African-American populations accumulate significant buying power that is concentrated in urban areas. These areas can also foster entrepreneurial opportunities and wealth creation for these urban populations.



In the City, some existing regional commercial centers will expand to meet changing market demands. The enhancement of an urban lifestyle could occur through intensification of regional commercial areas and their redevelopment with multifamily residential, office, lodging, and cultural uses. In addition, over a period of decades, some malls could expand geographically and begin to mesh with surrounding commercial, office, and multifamily residential developments and districts, thereby becoming less discrete areas which would better support the development of more comprehensive and inter-connected networks of public transit and services.

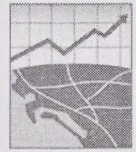
Within the General Plan category of Employment and Commercial Retail and Services (see also Land Use and Community Planning Element, Table LU-4), proposed community plan land use designations for commercial uses, including mixed-use areas, have been created with the goal of providing communities a menu of potential categories to fit individual conditions and community plan objectives while providing the necessary flexibility to accommodate continual changes in the retail market.

Policies

- EP-B.1. Increase the vitality of commercial areas, and provide goods and services easily accessible to residents and promote community identity. When updating community plans or considering plan amendments, apply the appropriate community plan commercial land use designations to implement the above policy.
- EP-B.2. Encourage development of unique shopping districts that help strengthen community identity and contribute to overall neighborhood revitalization.
- EP-B.3. Concentrate commercial development in Neighborhood, Community, and Urban Villages, and in Transit Corridors.
- EP-B.4. Concentrate commercial service sector office development in the Subregional Employment Areas around transit stations, and in Neighborhood, Community, and Urban Villages.
- EP-B.5. Identify commercial retail and service areas in community plans to serve markets beyond the community.

Neighborhood Commercial Areas

- EP-B.6. Promote economically vital neighborhood commercial districts that foster small business enterprises and entrepreneurship.
- EP-B.7. Promote and facilitate shared parking facilities including parking structures as part of commercial revitalization activities.



- EP-B.8. Retain the City's existing neighborhood commercial activities and develop new commercial activities within walking distance of residential areas, unless proven infeasible.

Community Commercial Areas

- EP-B.9 Design new community commercial centers with consideration for: traffic patterns; compatibility with surrounding land uses; site planning that reinforces pedestrian movement to and through the site; superior architecture and landscape design; and sustainable design.
- EP-B.10 Focus redevelopment of community commercial centers on the expansion of community functions through the provision of additional visual, recreational, and social amenities.
- EP-B.11 Consider mixed-use development to revitalize existing community commercial shopping centers.

Transit Corridors

- EP-B.12. Determine the appropriate mix and form of residential and commercial uses along Transit Corridors based on the unique character of the community, considering: the types and mix of uses that will complement adjacent neighborhoods, parcel size and depth, and the need to revitalize economically obsolete uses.
- EP-B.13. Ensure that regulations encourage commercial uses to cluster or intensify at focal points along major arterial streets and discourage the creation of new auto-oriented strip developments where parking is located between the street frontage and the buildings.
- EP-B.14. Create distinctive shopping districts through the renovation or redevelopment of existing strip commercial development. Encourage a variety of uses (such as hotel, office, entertainment, recreational, and residential uses) to locate in shopping districts.

Regional Commercial Areas

- EP-B.15. Apply the Regional Commercial land use designation to areas intended to serve as a focal point for regional commerce and activity. Consider the following characteristics when applying the designation:
- Where a broad range of uses that include retail, wholesale, office, employment, and public recreational and civic uses will benefit the existing community;
 - Where the incorporation of mixed-use structures and multifamily housing, public and private facilities (such as parks and other community-oriented facilities) can be accomplished;
 - Where regional uses will not adversely affect the viability of nearby community and neighborhood commercial centers, particularly mixed-use corridors and villages;



- Where sites are accessible to the region because of their location adjacent to primary arterials, freeways, and major public transit routes;
- Where uses will not adversely affect adjacent surrounding land uses.

Redesignation of Commercial Land

- EP-B.16. Evaluate the amount and type of commercial development that is desirable and supportable for a community during the community plan update process and in subsequent community plan amendments. Reduce excess commercially designated land by providing for appropriate reuse or alternative use. Consider re-designating commercial land characterized by commercial retail and service uses to residential or mixed-use where some or all of the following factors are present:
- Where the lot size or configuration is inadequate, or other site characteristics result in an inability to develop or sustain a viable commercial use;
 - Where site driveways could adversely affect traffic flow;
 - Where community facilities are accessible for residents;
 - Where the existing use is underutilized and there is an adequate supply of community-serving commercial uses;
 - Where there is good transit, pedestrian and bicycle connectivity with employment areas; or
 - Where it would not impact the viability for base sector use of any adjacent land identified as prime industrial land on Figure EP-1.

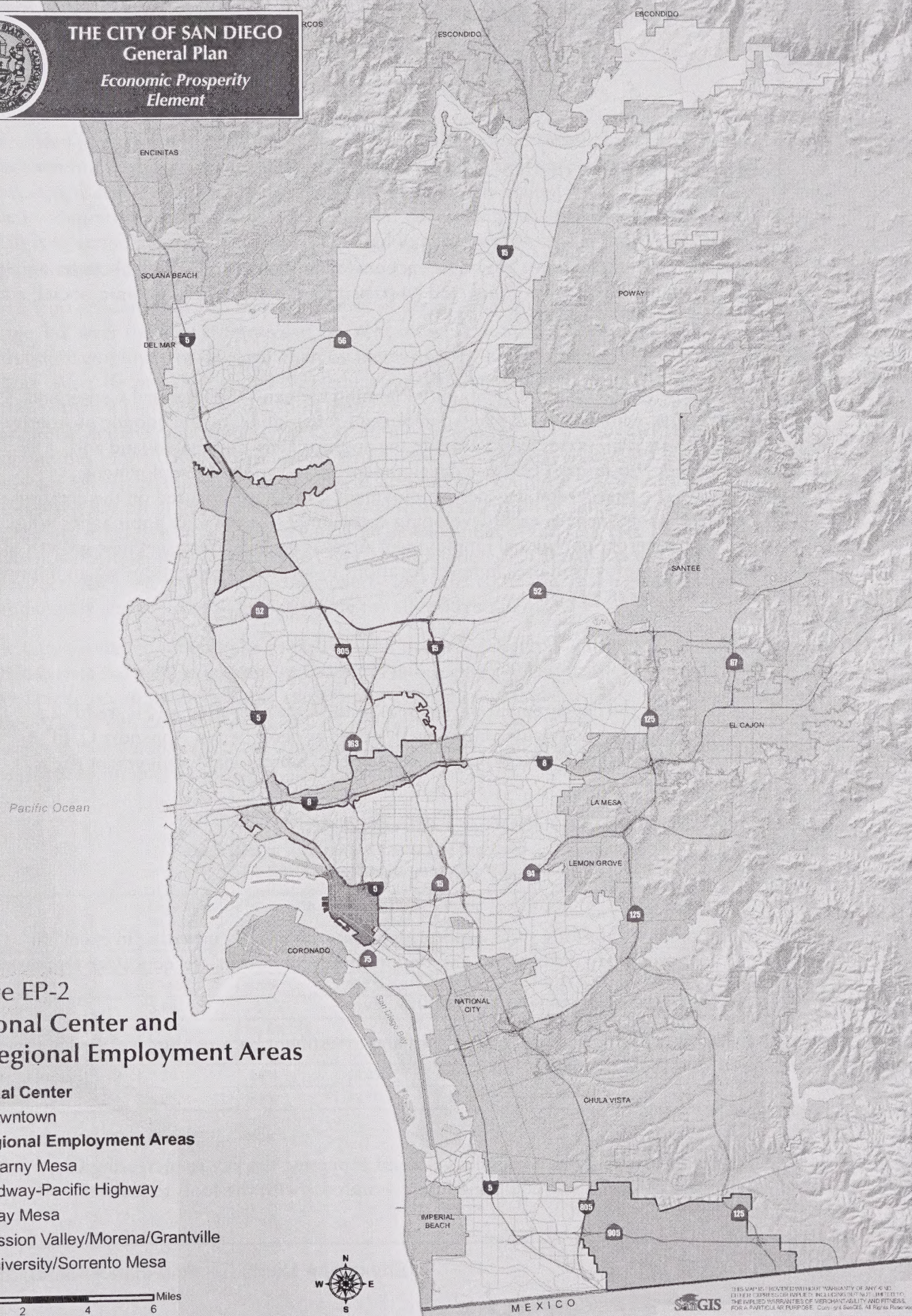
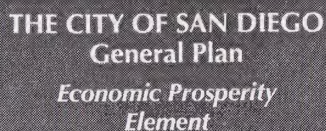


Figure EP-2
Regional Center and
Subregional Employment Areas

Regional Center

☐ Downtown

Subregional Employment Areas

☐ Kearny Mesa☐ Midway-Pacific Highway☐ Otay Mesa☐ Mission Valley/Morena/Grantville☐ University/Sorrento Mesa

MEXICO

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C. Regional Center and Subregional Employment Areas

Goal

- ◆ A city where new employment growth is encouraged in the existing regional center and subregional employment areas connected by transit to minimize the economic, social, and environmental costs of growth.

Discussion

As described in the Land Use and Community Planning Element, the Regional Center and Subregional Employment Areas will play an important role in the City's economic prosperity strategies. These areas are intended to provide the appropriately designated land and infrastructure needed to support business development and a variety of employment opportunities. In the past several decades, employment growth was focused on the creation of an employment land component in each developing community. As the City approaches full build-out, the establishment of Subregional Employment Areas is intended to target new growth of regional and other employment uses in fewer locations to facilitate connections via an improved transportation and transit system.

Policy

- EP-C.1. Guide the development of the areas in the City identified on Figure EP-2 as regional and citywide employment nodes as described in Appendix C, EP-3, guidelines for the Regional Center and the Subregional Employment Areas.

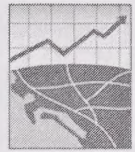
D. Education and Workforce Development

Goals

- ◆ A city that provides life-long skills and learning opportunities by investing in excellent schools, post-secondary institutions, and opportunities for continuous education and training.
- ◆ Equitable access to educational opportunities.
- ◆ A city that will continue to incubate growth and investment by providing a skilled and educated workforce that meets industry needs.

Discussion

As the City moves toward a more knowledge-based economy, the key to increasing City residents' standard of living is to equip the future workforce with the tools to succeed.



Forecasted job growth in high technology areas, such as biosciences, biomedical, telecommunications, computer and electronics manufacturing, and software and computer services, will result in an increase in the demand for highly skilled workers. If the City is to remain competitive in attracting, retaining, and developing businesses that could serve as a catalyst to economic prosperity, a well-trained workforce must be developed to attain the anticipated new jobs in the region.

San Diego residents have an increasing level of educational attainment relative to the nation as a whole, but over the next twenty years our schools will not produce enough graduates to keep up with future employment demand, thereby increasing the need to recruit workers from outside the region. Also, despite the region's high educational attainment level, the City has more people with less than a high school education than the national average. There is a disparity in educational achievement among races and ethnic groups and an even greater disparity between communities in the City. Programs that target under-represented groups, provide training for low-wage earners to move up career ladders, and prepare youth for the workforce with complementary programs that encourage growth and retention of skilled workers in the high technology areas, are critical to the equitable development of the City (see Figure EP-3, Educational Attainment Levels of the Over 25 Population, San Diego Region and the U.S.). These activities can assist in reducing poverty that affects the physical characteristics of communities and the overall quality of life for all residents.

The City should continue to be proactive with the private sector, educational institutions, and other agency partners in addressing shortages in our employment market. Currently, efforts are being made in our public schools, community colleges, and universities to address existing industry gaps and deficiencies. The City has participated with private, non-profit agencies that strive to create a comprehensive workforce development system that ensures a skilled productive workforce to support a healthy regional economy.

Figure EP-3
Educational Attainment Levels of the Over 25 Population
San Diego Region and the U.S. 2000

	Less than 9th grade education	9th to 12th grade education	High school graduate, no college	Some college, no degree	Associate's degree	Bachelor's degree	Graduate or professional degree
San Diego Region							
Asian	10.4%	8.4%	15.7%	19.8%	8.6%	26.4%	10.8%
Black	3.4%	10.5%	25.7%	34.5%	9.6%	10.7%	5.5%
Hispanic	27.2%	19.4%	19.9%	18.0%	4.9%	6.9%	3.7%
White	4.5%	7.8%	19.9%	26.9%	7.8%	20.4%	12.7%
Total Region	7.9%	9.5%	19.9%	25.6%	7.4%	18.7%	10.9%
Total U.S.	6.9%	8.9%	33.1%	17.5%	7.8%	17.1%	8.6%

Source: 2000 Census



There are also additional barriers that inhibit segments of the population from fully reaping the economic and intellectual benefits of technology. Coordinated regional technology planning focused on computer ownership and internet access in homes, the quality of technology usage in schools and public access to community technology centers, would enable the City to maximize the impact of its limited discretionary funds and make better use of established programs.

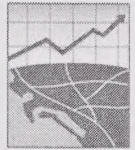
Policies

- EP-D.1. Strengthen the City's role in workforce development organizations that: provide adult and youth workforce development; adult retraining; and targeted services for unrepresented and under-represented groups, such as low-income youth and adults, people of color, women, individuals with disabilities and the homeless. Continue to support programs that address potential job gaps in growing industries, and current gaps throughout all industries, to match job training and workforce development with employment needs.
- EP-D.2. Support after school programs that focus on educational enrichment and skills training.
- EP-D.3. Support efforts to provide labor market information from data sources and industry sectors to local educational institutions, training agencies, and the public.
- EP-D.4. Encourage academic sector participation in City advisory groups that address issues of workforce development and emerging technologies.
- EP-D.5. Seek the cooperation of City agencies and departments, along with other jurisdictions and organizations, to coordinate and implement regional economic and workforce goals in all areas of the City.
- EP-D.6. Assist in increasing the availability, use, and attainment of technology for low-income residents.
- EP-D.7. Participate with other jurisdictions and coordinate with the private sector, to establish and implement a regional technology plan that addresses the current and long-term technology needs across all industry sectors.

E. Employment Development

Goals

- ◆ A broad distribution of economic opportunity throughout the City.
- ◆ A higher standard of living through self-sufficient wages and an increase in citywide real median income per capita.



- ◆ A city with an increase in the number of quality jobs for local residents, including middle-income employment opportunities and jobs with career ladders.

Discussion

Job creation and retention is directly related to enhanced economic development opportunities. The combination of preparing the local workforce for the types of jobs the region is creating, and then focusing on developing jobs that pay an adequate wage and have advancement potential, will help the City address the disparity between income levels. The nationwide economic trend away from the production and assembly of physical goods, and toward the provision of services and the production of intellectual property, has resulted in the loss of many manufacturing jobs in the middle-income range to other regions and overseas. Within the U.S., long-term trends suggest that workers and firms have been moving to areas in the South and Southwest that have lower costs of living and lower wages.

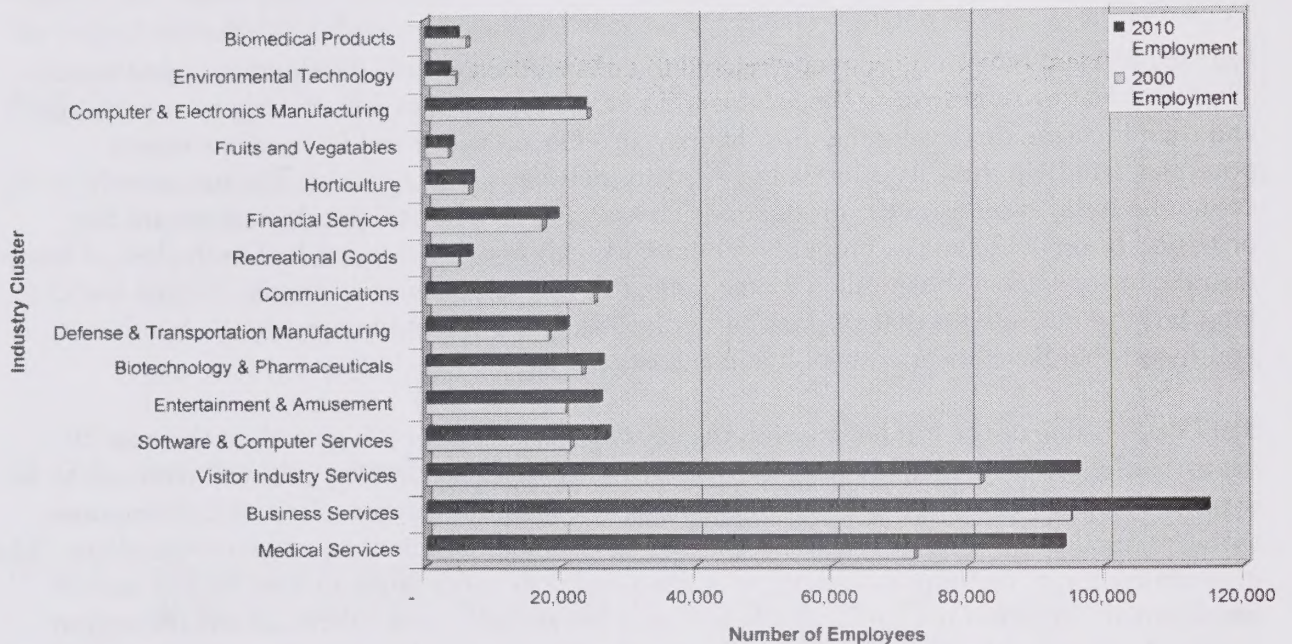
San Diego is one of the top ten cities in the country projected for job growth in the next 20 years (see Figure EP-4, Employment Growth by Industry Cluster). New jobs will continue to be created by high technology companies including telecommunications, electronics, computers, software, medical instruments, defense systems, environmental sciences, and biotechnology. The expansion of high technology industries in San Diego has successfully created higher income employment opportunities for local residents and has also attracted others outside the region seeking high technology employment. Because these types of industries compete in national and international markets, they have favorable long-term growth potential and also support the development of local firms that supply services and products.

However, the majority of the additional jobs over the next few years will be in the service industries (see Figure EP-5, Top Ten Occupations with the Greatest Growth). The continued success of the visitor industry and retail/business service occupations, while a significant source of fiscal revenue and work for unskilled, semi-skilled, and part-time workers, has resulted in an increased percentage of relatively lower-wage employment in the City. Unfortunately, the most significant decline in average wages in the region has occurred in low-paying industries.



Figure EP-4

**Employment Growth by Industry Cluster
San Diego Region 2000-2010**

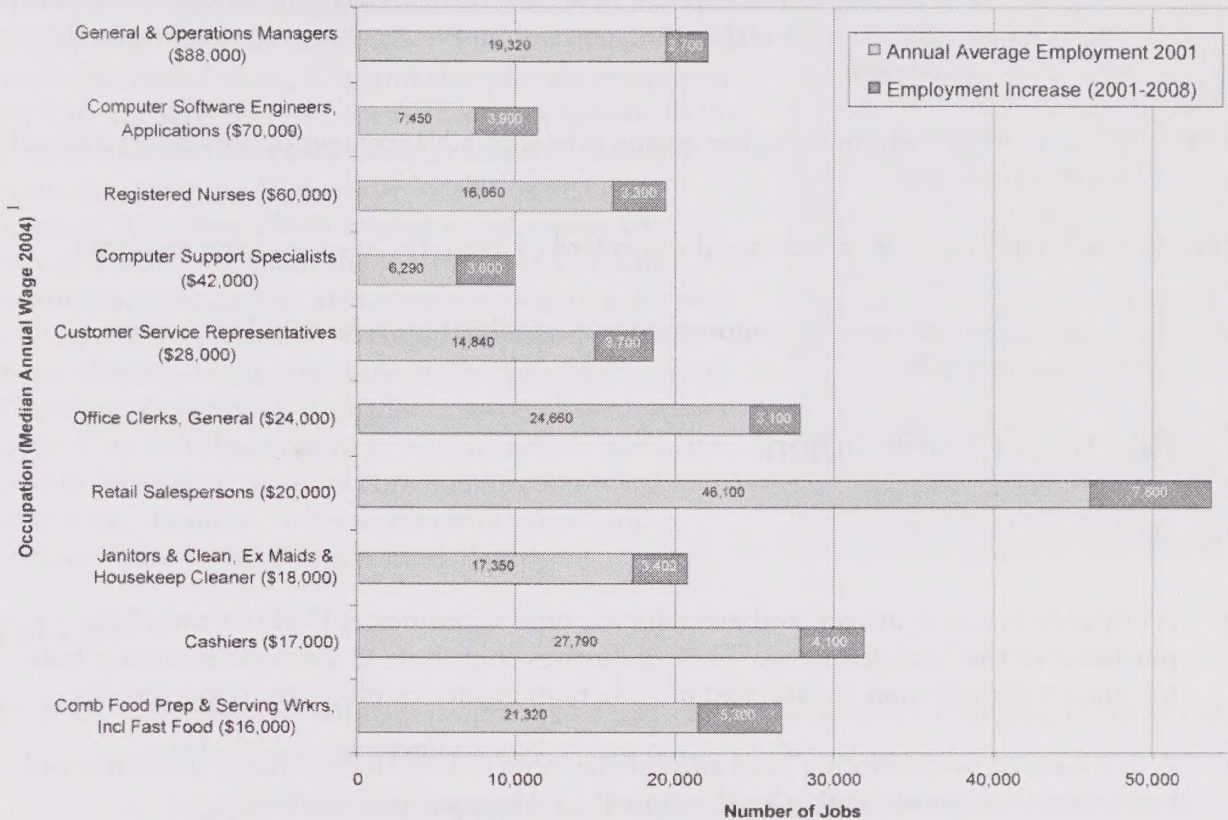


Source: *A Path to Prosperity: Preparing Our Workforce*, San Diego Workforce Partnership 2002

The shift away from base sector manufacturing to base sector service and knowledge-based employment has contributed to a skewed economy in San Diego which diminishes the share of middle-income job opportunities. Middle-income is the income category of a household earning between 81-120 percent of area median income, adjusted for household size. A middle-income job provides benefits, offers full-time employment, and is associated with a career ladder. These jobs pay a wage that will cover the cost of housing, food, and healthcare with some money left over for savings and discretionary spending. They are central to the City's economic health because they reduce the burden on social, health, and housing programs and assure an adequate supply of discretionary income resulting in higher sales tax revenue for the City. Savings from public programs and additional sales tax revenue from discretionary purchases enable the City to invest in education, mobility, conservation, community infrastructure, and other areas vital to San Diego's economic competitiveness.



Figure EP-5
Top Ten Occupations with the Greatest Growth
San Diego Region 2001-2008



¹ Occupations do not include tip income.

Source: California Employment Development Department

Policies

EP-E.1. Encourage the retention and creation of middle-income employment by:

- Preserving employment land and capacity for base sector export industries that generate opportunities for middle-income wage earners as discussed in Section A.
- Investing in infrastructure, educational and skill development, and quality of life assets that support middle-income employment development.
- Encouraging the development of measures that facilitate expansion of high technology business facilities that have the potential to create middle-income jobs likely to be filled by local residents.



Economic Prosperity Element

- Supporting the creation of higher quality jobs in low-paying industries (such as visitor, entertainment and amusement).

EP-E.2. Support state and federal legislation, by City Council resolution, to increase employee health benefits and address the rising costs of businesses that are providing healthcare for their employees.

EP-E.3. Support the creation of higher quality jobs with advancement opportunities and self-sufficient wages.

EP-E.4. Support programs to increase the standard of living for lower-income residents.

EP-E.5. Continue to promote job opportunities accessible to residents in low-income neighborhoods.

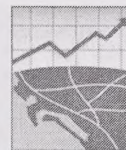
F. Business Development

Goals

- ◆ A city able to retain, attract, and maintain the type of businesses likely to contribute positively to the local economy. These industries contribute to a diverse economic base, maintain environmental quality, and provide high quality employment opportunities.
- ◆ A city focused on promoting local entrepreneurship to build locally based industries and businesses that can succeed in local, national, and international markets.
- ◆ A city with thriving businesses, particularly in existing urban areas.
- ◆ A city with opportunities for growth and expansion of small businesses.

Discussion

Businesses that contribute the most to the local economy enhance the diversity of the economic base, maintain environmental quality, generate revenue to provide essential community services, and provide employment opportunities for local residents. Although the City has many programs aimed at specific economic development goals, business incentive programs were established to attract and retain major revenue, job generating, and revitalization projects throughout the City. Municipal incentives, such as financial or processing assistance, are not a substitute for market demand. However, public incentives can focus existing demand into specific areas of the City where economic development is desired. This will increase the success of public efforts by leveraging existing limited public resources.



Nationally, there is a trend toward smaller business units that offer the innovation, speed, and flexibility required in today's economy. The vast majority of businesses operating within the City are small businesses (12 or fewer employees). They are responsible for more than half of all new jobs created in the City and also provide revenue to the City through business license tax contributions to the general fund and increased sales tax revenue. Small businesses are more likely to be locally owned and operated, therefore a high proportion of profits are recycled into and benefit the local economy. Many businesses depend upon attracting and retaining people who have entrepreneurial, technical, or creative talent, many of whom want proximity to diverse urban centers. Therefore, the growth of small businesses also contributes to the City of Villages strategy which seeks to stimulate private investment in urban communities, improve community facilities, increase property values, and enhance community character and identity.

Small Businesses* in the City of San Diego...

- ◆ Represent 93% of the 75,000 businesses registered with the City
- ◆ Contribute over \$2.2 million to the general fund through the City's business license tax
- ◆ Are responsible for 16% of the City's sales tax revenue
- ◆ Provide more than 50% of new jobs created

Source: City of San Diego Office of Small Business and Neighborhood Revitalization

*12 or fewer employees

Policies

- EP-F.1. Develop and maintain programs and services that address the changing needs of the local business community.
- a. Regularly evaluate economic conditions to determine the industries, sectors, and locations that are most significant to regional and local economic growth and creation of quality jobs.
 - b. Update business incentive programs to provide incentives to projects and industries which have a demonstrated potential to provide middle-income job opportunities, that contribute to revitalization in urban areas, or which contribute to the development of village-type urban areas served by transit systems.
- EP-F.2. Provide assistance for public improvement projects to revitalize business districts.
- EP-F.3. Support and encourage local business improvement districts to provide private sector revitalization solutions.
- EP-F.4. Recognize and maintain the unique qualities of the different neighborhood business districts, particularly in villages and transit corridors.



G. Community and Infrastructure Investment

Goals

- ◆ Community revitalization through enhanced access to regional and national sources of private and public funding.
- ◆ Public and private infrastructure that supports economic prosperity.

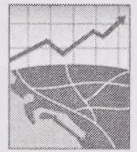
Discussion

Capital is necessary for communities, small businesses, and industries to grow, improve productivity, and compete. The City, with the assistance of state and federal programs, invests in communities and provides assistance to small business and targeted base sector industries. These public investments leverage private investments many times over, to the benefit of San Diego's economic prosperity. Access to public and private capital is important for all communities within the City, without discrimination.

A city's most important investment in support of economic prosperity is its investment in infrastructure, particularly infrastructure that helps communities and base sector industries become more productive, leverages private investment, and help direct investment to areas with the greatest needs or potential benefits.

Policies

- EP-G.1. Encourage the creation of, and cooperate with, private not-for-profit and for-profit community-based development entities to attract capital and facilitate investment in housing, business development, and services in communities in need.
- EP-G.2. Prioritize economic development efforts to attract and induce investment in local businesses throughout the City.
 - a. Assist existing business owners in accessing programs that can provide financial assistance and business consulting services. Such programs include Small Business Administration loans, façade renovation, and redevelopment assistance.
 - b. Expand small business assistance to include direct or referred technical and financial assistance for small emerging technology firms and firms involved in international trade.
 - c. Pursue public/private partnerships to provide incubation spaces for small business.
 - d. Enhance funding opportunities for local businesses by supporting community-based lending initiatives and equity programs.
- EP-G.3. Invest in public infrastructure that supports and leverages private investment in communities.



- EP-G.4. Invest in public infrastructure that supports and leverages private investment in base sector industries that generate jobs with good wages, benefits, and opportunities for employee advancement.
- EP-G.5. Monitor the volume and frequency of institutional investment, in the City's low- and moderate-income communities, for those financial institutions that are subject to the Community Reinvestment Act and other similar federal and state requirements that may emerge.

H. Military Installations

Goal

- ◆ A city which preserves the ability of military installations to achieve their mission and to remain in San Diego.

Discussion

Although San Diego's economy is no longer dominated by defense and military expenditures, the military and defense sector is still a major contributor to San Diego's base sector economy through the creation of jobs, military and civilian spending, and technology. This region and the City are home to more than ten military installations, and San Diego remains the Navy's principal location for west coast and Pacific Ocean naval operations. Incompatible land uses close to military installations can have a negative impact on military readiness that may compromise the ability of an installation to achieve its mission. Additionally, such development could threaten public safety by placing residents and customers in harms way due to potential accidents. Such urban encroachment can also affect the economic health of a community if a military operation must relocate. In recognition of the importance of military facilities, the state has adopted legislation to guarantee that military interests are addressed through the planning process.

It is in the best interest of both the City and the military to continue to work together to anticipate future growth and development through comprehensive land use planning. Furthermore, they must agree on implementation and enforcement mechanisms that allow the City to maintain and enhance the quality of life without encroaching into land considered vital to this nation's defense.

Policies

- EP-H.1. Coordinate with military base representatives to ensure that community plan updates and amendments, rezones, and projects for areas adjacent to military facilities, or underlying designated military training routes and airspace, do not affect military readiness. Projects and plan preparation should consider the impact of future land uses on public safety and military readiness activities carried out on military bases, installations, and operating and training areas, based upon the information that the military and other sources provide.



- EP-H.2. Support efforts to retain military installations in the City.
- EP-H.3. Consider uses which increase the public economic and social benefits of the land when preparing comprehensive plans for the reuse of military lands available through the realignment and closure process, including enhancement or provision of public facilities and services.

I. Visitor Industries

Goals

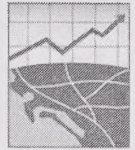
- ◆ A city that encourages investments in the tourism industry that also benefit existing residents and support community reinvestment.
- ◆ A city that recognizes the benefits of and promotes cultural heritage tourism in the overall economy.

Discussion

Due to San Diego's coastal location, climate, natural amenities, and special environments, and its arts, culture, recreation, and entertainment offerings, the City has gained a reputation as a desired vacation destination. These same amenities also contribute to the quality of life for San Diego residents. In the year 2000, the San Diego region's travel and tourism industry, which includes transportation, accommodations, catering, recreation and travelers services, gained \$5.3 billion from visitors, making the visitor industry San Diego's third largest sector, following manufacturing and the military.

The Transient Occupancy Tax ordinance (TOT) was adopted in 1964 to promote the tax-generating travel, tourism, and convention activities. The current tax rate is one of the lowest rates nationally for similar cities. Currently, the tax generates approximately \$100 million in total revenue to the City, more than half of which contributes to the City's general fund, and almost half to special promotional programs, related economic development and tourism support, maintenance of visitor-related facilities, and capital improvements. A significant portion of these funds, including the TOT's contribution to the City's major recreational amenities (such as Balboa Park, Mission Bay, and Petco Park), also benefits local residents.

Visitor-services industries are expected to continue to generate employment growth. Based on past experience, employment growth in these industries is not expected to generate a high proportion of middle-income jobs for San Diego residents. Currently, the average annual salary for employees in the visitor service industry is half of the regional average wage, ranking it among the lowest of all of the key industries in the San Diego region. Despite the low wages, the

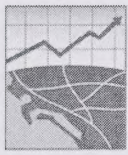


visitor-services industry contributes to the diversity and stability of the local economy, including its ability to maintain a relatively low unemployment rate and generate fiscal revenue.

An emerging component of San Diego's tourism industry is cultural tourism. Cultural heritage tourism means traveling to experience the places and activities that authentically represent the stories and people of the past and present, including irreplaceable historic, cultural, and natural resources. San Diego is rich with opportunities for cultural heritage tourism. Tourists can find first class museums, year-round cultural events, period architecture, and walking tours. It represents an increasingly large and lucrative segment of the travel industry. It not only strengthens regional identity and local pride, but is also a good source of revenue for the community. Heritage tourism, as an economic development strategy, creates new business, provides job opportunities, increases property values, and encourages private investment. It directly affects local economies while aiding the physical transformation of communities, preserves historic resources, and creates destinations for tourists and local residents.

Policies

- EP-I.1 Develop a priority ranking system for Transient Occupancy Tax projects and programs which: best implements the City of Villages strategy, provides direct benefits to San Diego residents, benefits the tourism workforce and industries, and focuses on communities with existing needs and village characteristics consistent with the Public Facilities and Services Element of Section B, Prioritization. Include consideration of the following criteria and others, as needed, in the ranking system:
- The creation of middle-income employment opportunities, and programs to assist businesses which offer sustainable wages and demonstrate the use of training or other programs resulting in career ladders for its employees;
 - Visitor-oriented projects and programs, including the arts that provide the most direct benefit to San Diego residents; and
 - Programs that will benefit the tourism workforce.
- EP-I.2. Provide business incentive programs for private, tourist-related development projects which offer good employment opportunities with self-sufficient wages, training, and programs that result in career ladders for employees.
- EP-I.3. Support destination attractions in San Diego that enhance tourism trade in the City including but not limited to natural resource destinations, commercial recreational attractions, sporting events, convention and meeting facilities, and the cruise ship industry.
- EP-I.4. Collaborate with tourism industry representatives to design projects that enhance San Diego's cultural and natural amenities.



Economic Prosperity Element

- EP-I.5. Support the development of business attractions that are compatible with historic districts.
- EP-I.6. Encourage compatible adaptive reuse of historical buildings and structures in areas designated for commercial tourism.
- EP-I.7. Promote the development of walking, driving, and bicycling tours of San Diego's historic areas and special environments.

J. International Trade, Maritime Trade, and Border Relations

Goals

- ◆ A city that takes advantage of its location as part of a greater interregional and bi-national area to be a strong competitor in the global marketplace.
- ◆ A city that actively promotes greater interregional and bi-national cooperation.
- ◆ Protection of the quality of life in the greater border region while keeping the region secure.
- ◆ Reliable and efficient passenger and commercial transportation systems along the U.S.–Mexico border.
- ◆ A city that promotes and protects waterborne industry and commerce through cargo and cruise terminals.
- ◆ An increase in commerce through enhancement of air cargo facilities and operations.
- ◆ San Diego's working waterfront to continue to become a more vital part of the region's economy and quality of life.

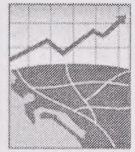
Discussion

Trade, commerce, and goods movement account for billions of dollars in economic growth for both the U.S. and Mexico (see Figure EP-6, Value of San Diego International Trade). This places the City, along the

U.S.-Mexico border, in a unique location, particularly as a gateway to international trade in Southern California. San Diego and Tijuana have the largest population of any twin city area along the entire U.S.-Mexico border. At the San Diego-Tijuana region's two border crossings,



A trade-related use in Otay Mesa



Otay Mesa and San Ysidro, millions of northbound crossings are made each month to work, to school, to shop, and to enjoy local attractions. These visits have been estimated to contribute billions of dollars annually to the Southern California and Baja California economies.

International trade contributes greatly to our economy and directly or indirectly supports a significant number of jobs in the San Diego region. International trade is the fastest growing sector of our nation's Gross Domestic Product (GDP) and accounts for up to half of the annual growth of the nation's GDP. Much of our region's world trade exports pass through San Diego's international ports of entry. However, border crossing wait times for both passenger and commercial vehicles have increased the costs of international trade and adversely affect the lives of individuals from California and Baja California who cross the border.

The continuing growth of the production-sharing industry in Tijuana plays an important role in the region. San Diego-based companies offer critical support in terms of administration, logistics, transportation, research and development, shared manufacturing, warehousing, and distribution. However, the industry is under competitive pressure from other offshore production centers where the cost of labor is comparatively cheaper. To counter this effect, Baja California is developing other sectors such as the automobile, pharmaceutical, and technology industries, and defense work where proximity to the market is a significant factor.

The Port of San Diego represents the economic ideal of industrial diversification as an economic motivator for the entire region. The San Diego region operates cargo facilities that support trade and manufacturing, as well as non-manufacturing activities, such as maritime commerce, goods movement, retail, boat charters, marina services, bay cruises, sport and commercial fishing, yacht sales, lodging, and the military. The waterfront supports a significant amount of both civilian and military workers. Based on the economic importance of the waterfront to the San Diego region, preserving and protecting San Diego's waterfront business activities is critical in providing a diverse workforce and regional economic vitality. San Diego should also assure that commerce related to air cargo distribution continues to expand. Additional discussion of air cargo and goods movement is contained in the Mobility Element, Sections H and J.

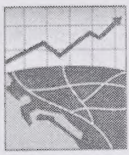
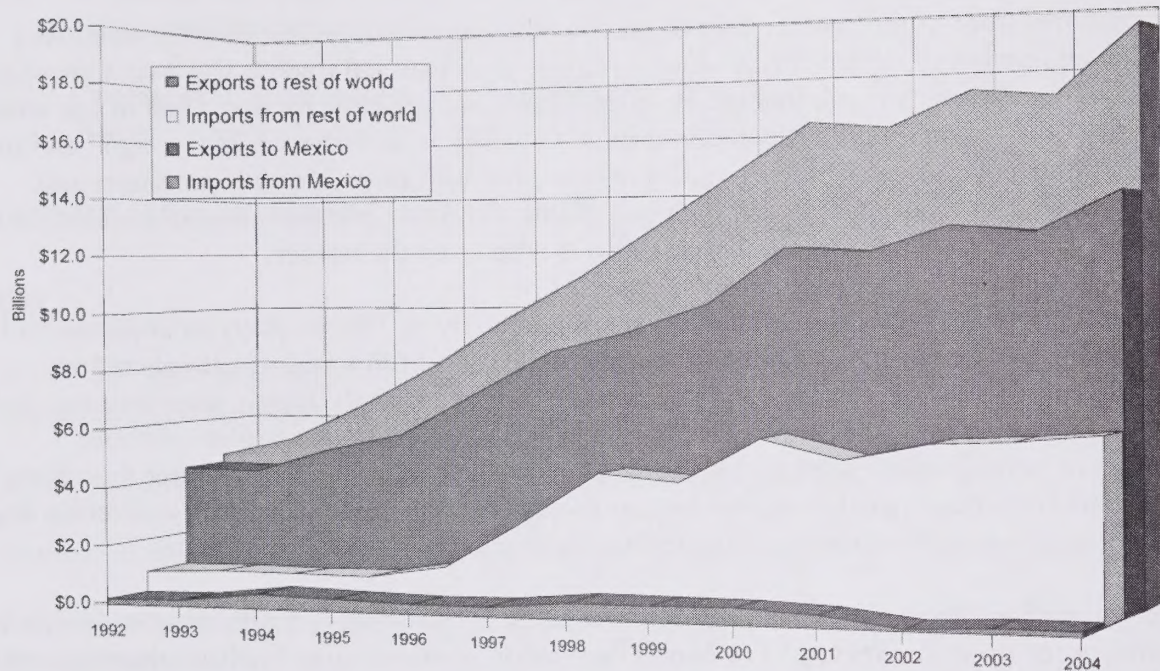


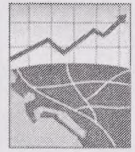
Figure EP-6
Value of San Diego International Trade



Source: U.S. Census Bureau, Foreign Trade Division; WISER

Policies

- EP-J.1. Participate in and support regional and bi-national efforts that develop strategies for key border issues (such as the alleviation of long border wait times, infrastructure improvements, public safety, economic development, border inspection and national security at the international border and surrounding area).
- EP-J.2. Support trade-related activities along the border, such as warehousing, distribution, manufacturing, assembly, production sharing, and transportation-related facilities.
- EP-J.3. Encourage participation in business incentive areas/zones in Otay Mesa and San Ysidro to take advantage of their unique location for industries engaged in production sharing strategies and cross-border trade.
- EP-J.4. Support infrastructure improvements that encourage the expansion of international trade capabilities in the City and the bi-national region.



- EP-J.5. Support measures to encourage frequent border crossers to participate in ports of entry programs. These measures should also facilitate the application process for people and vehicles.
- EP-J.6. Support efforts that facilitate the efficient movement of goods across the border for rail and truck (such as dedicated fast lanes and crossing cards) that expedite border crossing for the production sharing trucking industry.
- EP-J.7. Create international connections that improve port-of-entry efficiency, enhance linkages, and improve border appearance to foster a more welcoming environment.
- EP-J.8. Support efforts to expand the hours of operation for the commercial port of entry at Otay Mesa to achieve greater flexibility and competitiveness for the entire border region.
- EP-J.9. Retain land uses to support waterfront commerce and industry that provide for U.S. Naval operations, ship repair, and the movement of waterborne goods.
- EP-J.10. Protect and promote good working-waterfront jobs that provide self-sufficient wages.
- EP-J.11. Promote the expansion of air cargo capacity in San Diego.

K. Redevelopment

Goal

- ◆ A city which redevelops and revitalizes areas which were blighted, to a condition of social, economic, and physical vitality consistent with community plans.

Discussion

Redevelopment is a state enabled legal process and financial tool that assists in the elimination of blight from designated areas through new development, infrastructure, public spaces and facilities, reconstruction, and rehabilitation. It provides cities and counties with a powerful tool to address deteriorating conditions of slum and blight within older urbanized areas of their jurisdictions. The Redevelopment Agency of the City was established in 1958, based on California Community Redevelopment Law (CCRL), Health & Safety Code, § 33000, et. seq.

Redevelopment plans define the boundaries of the project area and provide a general description of the projects to be implemented therein. The redevelopment plan adoption process is prescribed by CCRL and provides for substantial citizen participation. Redevelopment plans must conform to the General Plan and respective community plan(s). Project areas are predominantly urbanized and exhibit conditions of both physical and economic blight. "Predominantly urbanized" is defined as developed, vacant parcels that are an integral part of and



surrounded by urban uses, and irregular subdivided lots in multiple ownership that cannot be properly used. Blight covers conditions that constitute a serious physical and economic burden on the community, which the community cannot reasonably be expected to be reversed, or alleviated, by private enterprise or government action, or both, without redevelopment. The CCRL defines the various conditions of physical and economic blight which include unsafe or unhealthy buildings, substandard design, lack of parking, incompatible uses, and subdivided lots of irregular form and shape, and inadequate size for proper usefulness and development that are in multiple ownership.

Redevelopment project areas are frequently proposed as a tool for community revitalization. There are potential social costs, as well as benefits, associated with redevelopment. Social costs can include displacement of residents and businesses, while social benefits may include new employment opportunities, affordable housing, improved physical appearance, new or renovated public facilities, and increased community pride. Per the CCRL, the Redevelopment Agency is required to assist with the relocation of any persons or businesses that are displaced. Implementation of redevelopment projects typically occurs over a number of decades and the revitalization that redevelopment is intended to spark may take several years. Adoption of a redevelopment plan allows the Agency to utilize a variety of extraordinary financial and legal tools, such as tax increment financing, owner participation agreements, eminent domain, and affordable housing requirements, in promoting sustainable development in the community.

Policies

- EP-K.1. Support the use of redevelopment in conjunction with input from the respective communities, subject to public hearings and approvals by the City Council, for those urbanized areas meeting the requirements of California Community Redevelopment Law (CCRL).
- EP-K.2. Establish project areas that are large enough to create critical mass and generate sufficient tax increment to stimulate successful redevelopment activities over the life of the redevelopment plan and achieve long-term community objectives.
- EP-K.3. Use tax increment funds for projects and associated infrastructure improvements that will stimulate future tax increment growth within the project areas that are consistent with the respective five-year implementation plans.
- EP-K.4. Redevelop assisted affordable housing investment within the same redevelopment project area, or in close proximity to, where the tax increment is generated, only to the degree that such affordable housing is not over-concentrated in particular areas.
- EP-K.5. Ensure the timely provision of affordable housing with all redevelopment assisted residential and mixed-use development projects.
- EP-K.6. Partner with other municipalities, school districts, and other public or non-profit agencies, whenever possible, to achieve General Plan, redevelopment, and community plan goals.



- EP-K.7. Utilize redevelopment to eliminate or minimize land use conflicts that pose a significant hazard to human health and safety.
- EP-K.8. Minimize displacement of existing residents, businesses, and uses in redevelopment projects. Those displaced should have adequate access to institutions, employment and services.
- EP-K.9. Extend involvement opportunities to existing property owners in the redevelopment process by encouraging the use of owner participation agreements.

L. Economic Information, Monitoring, and Strategic Initiatives

Goal

- ◆ An informed public decision-making process providing economic information to the public and decision-makers.

Discussion

Major development projects can have a significant affect on a community's economic environment, especially those projects that were not envisioned as part of the community in the planning process. A formal method of providing information on the fiscal and economic impacts of revisions to community plans can assist decision-makers, community planning groups and other community members that review planning projects. The assessment should serve as an informational tool only; it should not create criteria or standards for project approval.

Indicators have been developed for the purpose of monitoring community economic performance. Traditionally, economic indicators have focused on the profits and losses of community businesses. However, the vision outlined in the City's Economic Prosperity Element requires a more comprehensive view by adding indicators to address housing, smart growth, and equity—all facets of San Diego's economic prosperity. The indicators, in combination with the existing conditions database, will provide decision-makers and community groups with frequently updated information about their communities.

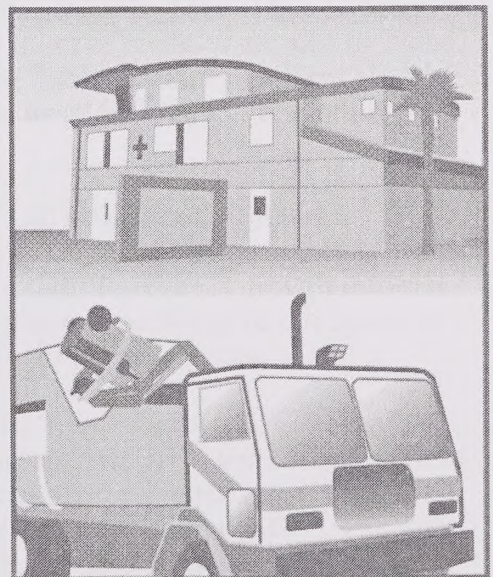
Based on the monitoring of near- and long-term economic information and trends and a continual assessment of San Diego's competitiveness in a global marketplace, it is important to develop, update, and maintain (along with the private sector) an economic development strategy linked to the regional economic development strategy that identifies and responds to issues, establishes priorities, and lays out strategies and initiatives for existing and new industries.



Policies

- EP-L.1. Prepare and update an Economic Development Strategic Plan every three years to report on economic trends, describe targeted industry clusters, identify economic issues for the City, inform infrastructure and land use priorities, develop strategies for addressing near- to mid-term economic issues, and identify new initiatives with the private sector, within the context of long-term goals.
- EP-L.2. Prepare a Community and Economic Benefit Assessment (CEBA) process focusing on economic and fiscal impact information for significant community plan amendments involving land use or intensity revisions. A determination of whether a CEBA is required for community plan amendments will be made when the community plan amendment is initiated.
- EP-L.3. Prepare a Market and Fiscal Analysis for discretionary permits involving large retail establishments over 100,000 sq. ft. of gross floor area.
- EP-L.4. Continue to evaluate citywide and community economic conditions on an ongoing basis, provide regular economic reports to decision makers, and update the list of economic indicators as new data become available.
- EP-L.5. Utilize economic indicators to identify the need for new strategies and establish priorities for public investment.

Public Facilities, Services and Safety Element





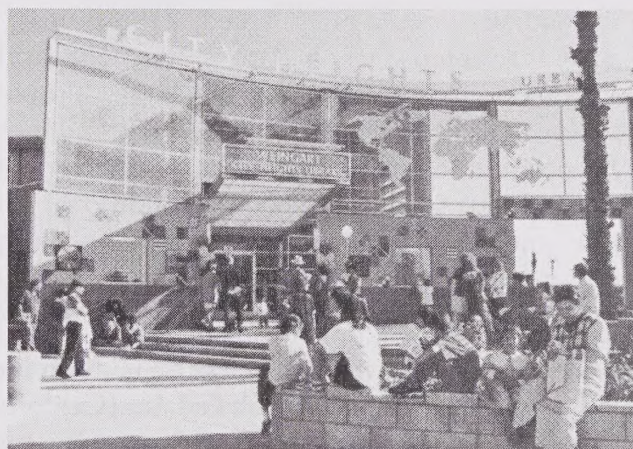
Public Facilities, Services and Safety Element

Purpose

To provide the public facilities and services needed to serve the existing population and new growth.

Introduction

The Public Facilities, Services and Safety (Public Facilities) Element addresses facilities and services that are publicly managed, and have a direct influence on the location of land uses. These include Fire-Rescue, Police, Wastewater, Storm Water, Water Infrastructure, Waste Management, Libraries, Schools, Information Infrastructure, Disaster Preparedness, and Seismic Safety. The policies within the Public Facilities Element also apply to transportation improvements and park and recreation facilities and services with additional guidance from the Mobility Element and the Recreation Element. The Conservation Element addresses the management, preservation, and utilization of natural resources. The Public Facilities and Conservation Element together provide policy on both facility infrastructure and management of vital resources such as water and energy.



City Heights/Weingart Branch Library and Performance Annex

Although publicly or privately managed by organizations other than the City of San Diego (City), regulated Public Utilities, Regional Facilities, and Healthcare Facilities are also included, as they too affect land uses and public health and safety. The Public Facilities Element also provides policies for public facilities financing, prioritization, developer, and City funding responsibilities.

The 1979 Progress Guide and General Plan (1979 General Plan) established a growth management program to address the rapid growth on the periphery of the City, and the declining growth in the central areas of the City. The plan sought to redirect growth into the central business district and established neighborhoods and phase growth and development in outlying areas in accordance with the availability of public facilities and services.

Under the 1979 General Plan, the City was divided into three "tiers" of growth: "urbanized," "planned urbanizing," and "future urbanizing." The "future urbanizing" areas were largely vacant and ultimately required voter approval to shift to "planned urbanizing" in order to develop. The "planned urbanizing" areas consisted of newly planned and developing communities. The "urbanized" areas were the established and developed neighborhoods and the Downtown core.



The planned urbanizing areas required development to “pay its own way,” in terms of public facilities and services, through the use of Facilities Benefit Assessments (FBA), or other financing mechanisms such as Mello-Roos Districts. Since their establishment in 1980, FBAs have been effective in assuring adequate and timely development of public facilities, such as police, fire, parks, recreation, library, and transportation. To a limited extent, FBA revenues have also funded water and sewer facilities, although adopted user rate fees have served as the secured revenue source for these capital improvements and operations. Funds collected through FBAs, however, represent a one-time fee for capital expenditures. Once a facility was constructed, the City had to turn to other funding sources for maintenance and operation, primarily the General Fund. In the urbanized communities, it was assumed that General Fund public capital improvement expenditures would be provided in those areas. However, state constitutional and legislative actions adopted since the late 1970s significantly impacted local government financing of operations and capital needs. Passage of Proposition 13 in 1978 reduced property tax revenues and required all “special taxes” be approved by two-thirds of local voters. Subsequent passage of Propositions 62 in 1986 and 218 in 1996 further limited local governments’ ability to generate new revenue sources by requiring additional voter approvals for new taxes and special assessments. Remaining General Fund revenues were allocated to many competing needs. As a consequence, urbanized communities were left without a stable, dedicated funding source, and capital improvements did not keep pace with development.

In response to limits on the General Fund and following a period of rapid growth in the 1980s and passage of the Mitigation Fee Act (California Government Code §66000-66025), the City Council adopted a Development Impact Fee (DIF) resolution in 1987. The fee resolution allowed for the establishment of DIFs in urbanized communities to collect a proportional fair-share of capital improvements needed to offset the impact of the development. Unlike the FBA in the planned urbanizing areas, DIFs were not intended to fully fund all capital improvements for existing and future development; fee revenues were contingent upon costs of identified needs, and rate and type of development. Furthermore, costs of new facilities were shared by new growth and the existing resident base. In the years since their adoption, impact fees have contributed to a number of capital improvements. However, as private urban infill development continued, and a funding source to cover the portion of facilities attributed to existing residents was not identified, the public facilities deficit in urbanized communities continued to grow.

As discussed in the Land Use Element, Section J, as of 2006, the communities formerly known as planned urbanizing were largely completed according to the adopted community plans. The City has grown into a jurisdiction with primarily two tiers: Proposition A Lands (formerly the Future Urbanizing Areas) and the Urbanized Lands (formerly the Planned Urbanizing Areas and the Urbanized Areas). As a result, these communities are either already using a combination of FBA and DIF funds to address their public facilities needs or will begin to do so.

Managing growth in the City through the assurance of adequate and timely public facilities to serve the current and future population continues to be a great challenge. The 2002 Strategic Framework Element identified the facilities deficit in urbanized communities, and reaffirmed the need to address existing and future public facility and service needs. Strategic Framework



Element direction has been further developed in the Public Facilities Element through inclusion of a financing strategy, prioritization guidelines, and policies for new growth to pay its fair-share. Other sections of the Public Facilities Element provide updated guidelines and policies for specific facilities and services to guide land use development and guard public safety.

A. Public Facilities Financing

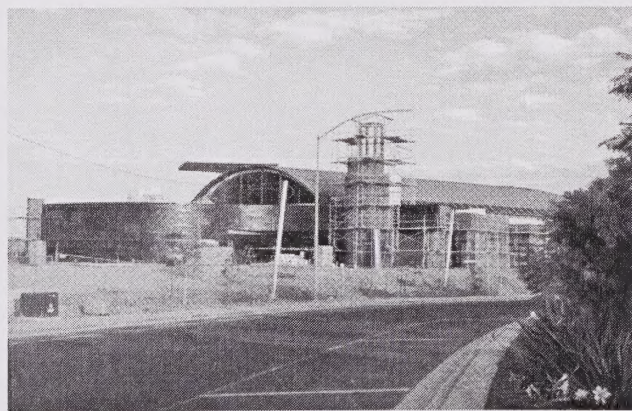
Goal

- ◆ Implementation of financing strategies to address existing and future public facility needs citywide.

In 2002, the City Council adopted and approved the City of San Diego Facilities Financing Study. The report was prepared for the Strategic Framework Citizen Committee, Finance Subcommittee.

Discussion

Disinvestment in capital improvements needed for urbanized communities, as discussed in the introduction of this element, must be reversed to successfully plan for the future. Investments in capital improvements are to be increased through: maintaining or enhancing existing funding sources; maximizing joint use efficiencies; strategically prioritizing capital investments (see also P F, Services and Safety Element Prioritization, Section B); and allocating additional revenues for infrastructure. A partial list of potential funding sources is included in each Public Facilities Financing Plan (PFFP) and must be utilized as appropriate and available giving consideration to flexibility in appropriations, voter requirements, and other conditions. The intent of the following policies is to identify a menu of options from which a number of possible financing strategies can be implemented. Additionally, policies are included to ensure that the City maximizes the potential benefit of DIF and Facilities Benefit Assessments (FBA) to improve communities and secure private developer funding for a proportional share of public facility costs. Figure PF-1, Planning Areas by Financing Type, illustrates where DIFs and FBAs are applied throughout the City. Other policies call for the evaluation of the annual Capital Improvements Program (CIP) to help ensure consistency and effectiveness in the implementation of all planning documents.



Mission Valley Branch Library



THE CITY OF SAN DIEGO General Plan

Public Facilities, Services and Safety Element

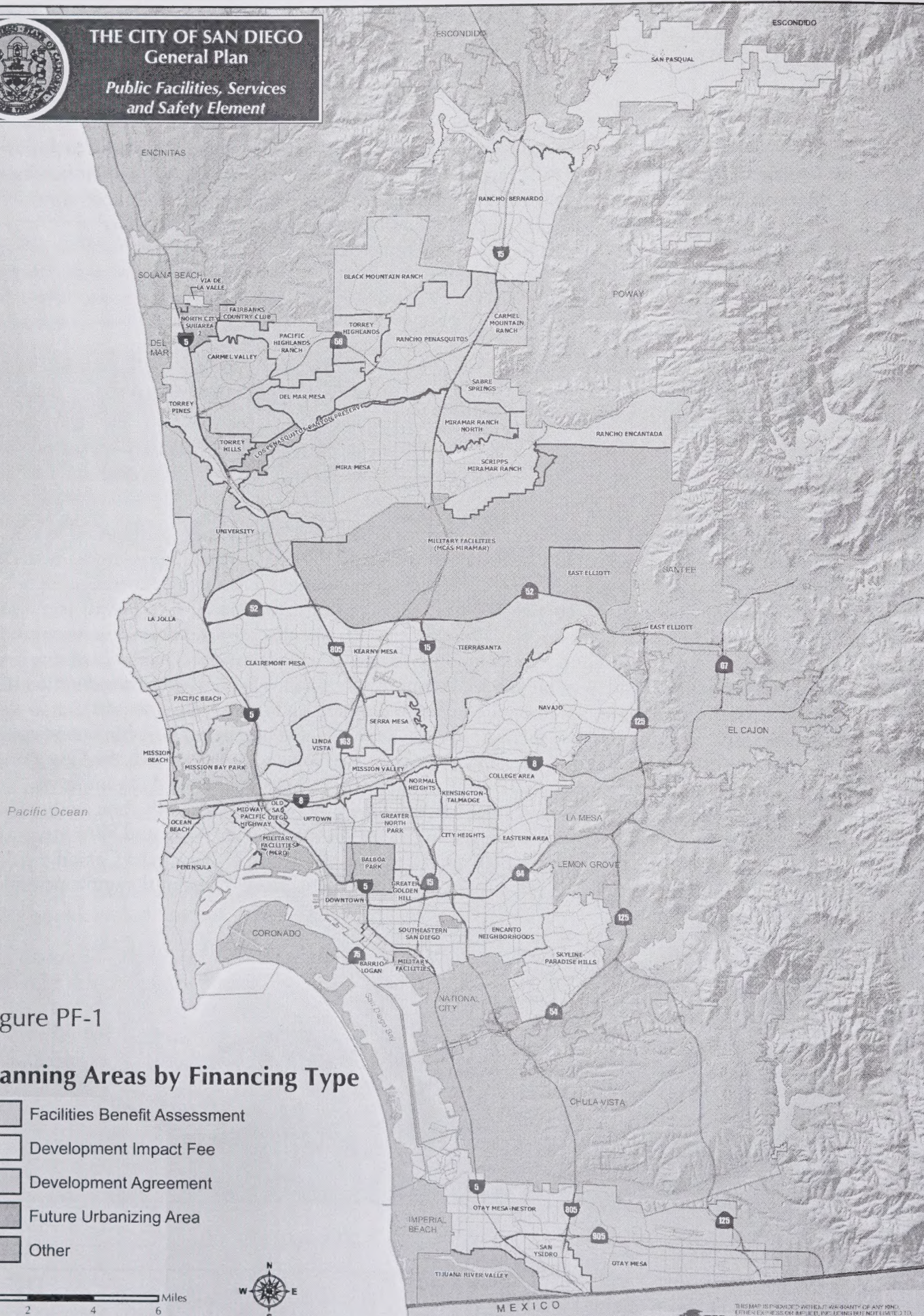


Figure PF-1

Planning Areas by Financing Type

-  Facilities Benefit Assessment
-  Development Impact Fee
-  Development Agreement
-  Future Urbanizing Area
-  Other



Recognizing the increasing number and costs of public facility needs, the City retained a consultant in 2001 to prepare a facilities financing study. The report identified the alternatives available for financing public facilities independent of impact fees in urbanized areas, in order to bring them up to current standards prior to absorbing additional population growth. These alternatives are general taxes, special taxes, special assessments, fees and exactions, leasing, and other methods, as follows:

- General taxes refer to any tax imposed for general government purposes.
- Special taxes consist of any tax imposed for specific purposes, including a tax imposed for special purposes, which is placed into a General Fund. Special taxes include community facilities districts (CFD/Mello-Roos).
- Special assessments fund a specific benefit that exceeds what is typically provided. An example of a special assessment in San Diego is a Maintenance Assessment District (MAD).
- Fees and exactions are one-time charges or dedications collected by local government as a condition of a map approval or building permit. The purpose of the fee or exaction must relate to the development being charged. Fees can be categorized into four major classes: (1) development impact fees, which are levied on new development to cover the cost of infrastructure or facilities needed by that development; (2) permit and application fees which cover the cost of processing permits and development plans; (3) regulatory fees; and (4) "property related fees and charges," as defined by Proposition 218.
- Leasing is a financing alternative to outright purchasing property. Common lease financing arrangements include lease-purchase agreements, sale-leaseback agreements, certificates of participation, and lease revenue bonds.
- Other methods can include general obligation bonds, which are still a common financing mechanism, but they are difficult to issue because of the two-thirds voter approval requirement. Nevertheless, these bonds are used to acquire and construct public capital facilities and real property. A jurisdiction can levy an ad valorem property tax at the rate necessary to repay the principal and interest of the bonds. Other alternatives are public enterprise revenue bonds issued to finance facilities for revenue-producing public enterprises, such as sewer systems that can pay for themselves through service charges. The use of tax increment financing by redevelopment agencies is another method regularly used by jurisdictions to issue tax allocation bonds for major improvements in project areas.

In spite of fiscal constraints, the City's role in implementing the financing strategy described herein is crucial to the planning and provision of public facility and service needs. California law limits development's required contributions for public facilities to a proportional fair-share based on a clear nexus. Therefore, the City must be held responsible for its fair-share of public facility and infrastructure costs to address current needs. The ultimate implementation of the City of



Villages strategy is contingent upon the City's ability to provide and maintain its facilities in a timely fashion.

Policies

- PF-A.1. Reduce existing deficiencies by investing in needed public facilities and infrastructure to serve existing and future development.
- PF-A.2. Address current and future public facility needs by pursuing, adopting, implementing, and maintaining a diverse funding and management strategy.
- a. Ensure effective management and optimal allocation of all financial resources for both capital and operational needs.
 - b. Maximize operational and capital efficiencies.
 - c. Continue to develop, evaluate, and apply innovative public infrastructure and facility financing mechanisms and strategies. Employ a public infrastructure financing strategy that includes a variety of financing mechanisms such as:
 - Supporting state and local government fiscal reform efforts which provide an equitable redistribution of property tax proceeds or other revenues to the City from the state;
 - Assuming an active leadership role in planning and implementing infrastructure investments on a collaborative regional basis and apportion, as applicable and appropriate, eligible infrastructure expenses to support regionally beneficial capital improvements projects;
 - Coordinating with all appropriate authorities and agencies for a more efficient use of shared resources, and increased joint use of facilities and services;
 - Adopting new, or increase existing, CIP funding sources for needed public facilities and infrastructure;
 - Working in partnership with stakeholders to design a bond measure to address the City's unfunded needs for capital improvements projects to support development;
 - Adopting facilities, infrastructure, improvements and/or maintenance districts, and other special assessments for locally prioritized facilities and/or services;
 - Pursuing Regional Comprehensive Plan and Smart Growth Incentive Program funding for transportation projects that have been prioritized consistent with Section B, Public Facilities and Services Prioritization, of this element;



- Continuing to use and seek a broad range of funding sources to finance public facilities and infrastructure;
- Evaluating City real estate assets for opportunities to address public facility needs;
- Partnering with other agencies and organizations to leverage public financing and resources with private funds and assets;
- Utilizing development, reimbursement, and other agreements to provide timely public facilities to area of benefit;
- Maximizing the extraordinary and other benefits of development-related agreements to address needs in areas of benefit;
- Coordinating with redevelopment agencies to effectively utilize tax increment and other agency financing to leverage additional funds, initiate public and private investment, and address needs; and
- Maximizing the procurement of grants, endowments, and private donations for public facility and services needs.

PF-A.3. Maintain an effective facilities financing program to ensure the impact of new development is mitigated through appropriate fees identified in PFFPs.

- a. Ensure new development pays its proportional fair-share of public facilities costs through applicable DIFs pursuant to the California Government Code.
- b. Ensure DIFs and FBAs are updated frequently and evaluated periodically to ensure financing plans are representative of current project costs and facility needs.
- c. Evaluate and update financing plans when community plans are updated.
- d. Include in financing plans a variety of facilities to effectively and efficiently meet the needs of diverse communities.
 1. Identify in financing plans those public facility needs that are eligible for DIF funding, including but not limited to: police, fire-rescue, library, parks and recreation, and transportation facilities.
 2. Identify in financing plans other public facilities recognized locally as serving the needs of the community, being accessible to and benefiting the public, but not eligible for DIF funding.
 3. Promote the joint use of facilities, services, and programs, including schools, parks, recreational centers and facilities, libraries, child care facilities, and others.
- e. Identify community-level priorities in community plans and PFFPs, in consultation with community planning groups.

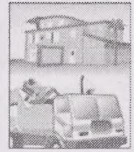


1. Incorporate community specific criteria in community plans to define and describe the desired character and location of needed facilities.
 2. Use PFFP to provide a baseline of existing needs and public prioritization preferences, overall and by category.
 3. Apply public facility and service guidelines which consider varied community constraints and needs, while providing an equivalent level of service and maintaining consistency with sustainable development policies (see also Conservation Element, Section A).
 4. Evaluate and arrange prioritized community needs within a community facilities element of a community plan and within a PFFP, giving consideration to management, operation, and maintenance requirements.
 5. Allow for annual community review and update of identified priority lists in PFFPs.
 - f. Pursue the formation of larger areas of benefit that include multiple communities for the purpose of calculating fees and identifying and addressing public facility needs on a comprehensive basis.
- PF-A.4. Integrate all planning and development policies and strategies into the annual development of the CIP to ensure projects are programmed in a cost efficient manner.
- a. Review all capital projects for consistency with adopted planning documents, including the General Plan, community plans, PFFP, and others.
 - b. Evaluate the fiscal impact and timing of needed capital improvements to minimize the burden on operations and maintenance budgets.
 - c. Conduct annual conformance and audit reports of the CIP.

B. Public Facilities and Services Prioritization

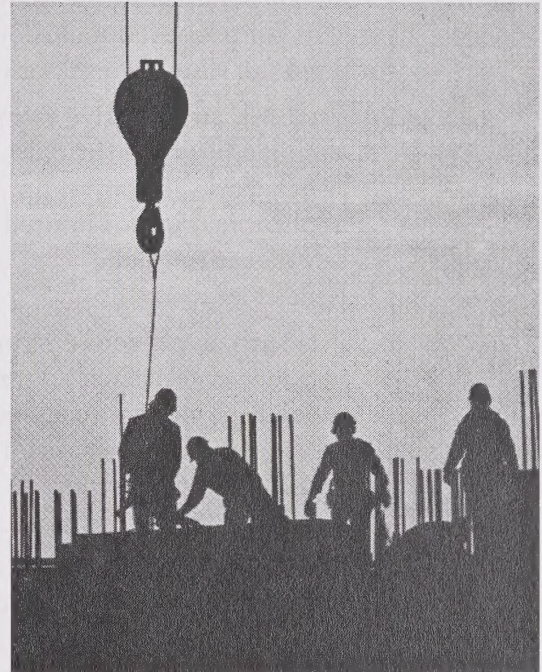
Goals

- ◆ Public facilities and services that are equitably and effectively provided through application of prioritization guidelines.
- ◆ Maximum efficiency in the annual allocation of capital resources for the Capital Improvements Program (CIP).
- ◆ Public facilities expenditures that are linked to implementation of the General Plan.



Discussion

Prioritization guidelines for public facilities and services are needed to efficiently and effectively allocate available resources. Policies within this section call for a formally structured approach to evaluate potential capital improvements projects by identifying appropriate criteria for each facility type. The simplified model displayed on Figure PF-2, CIP Prioritization, generally illustrates the process described by the policies below. The system will be designed to weigh a project's contribution to the protection of health and safety. Consideration will also be given to areas with existing or planned village characteristics and existing facilities deficits. Funds should also be targeted to foster village attributes citywide, through implementation of projects that support greater transit use, walkability, housing opportunities and inviting public spaces. Attention to community-level priorities will also be given during this process.



Capital improvements under construction

Upon complete assessment of criteria and ranking, projects will then be proposed for inclusion in the annual CIP which is ultimately adopted by the City Council as a part of the budget process. To maximize the optimal allocation of resources and implementation of the General Plan, citywide coordination and evaluation of proposed projects and available funding will be a critical step in finalizing the annual CIP. The City's annual budget documents contain additional information about the annual capital budget and CIP. The following policies apply to all public facilities and services discussed in the General Plan.

Policies

Capital Programming and Financing

- PF-B.1. Guide the annual programming of capital projects to optimize the appropriation of resources and to implement the General Plan.
 - a. Ensure the annual CIP is coordinated and developed in a timely manner to allow for required consistency and prioritization reviews.
- PF-B.2. Coordinate the allocation of public resources for priorities across the City organization, to maximize operational and capital investment efficiencies.



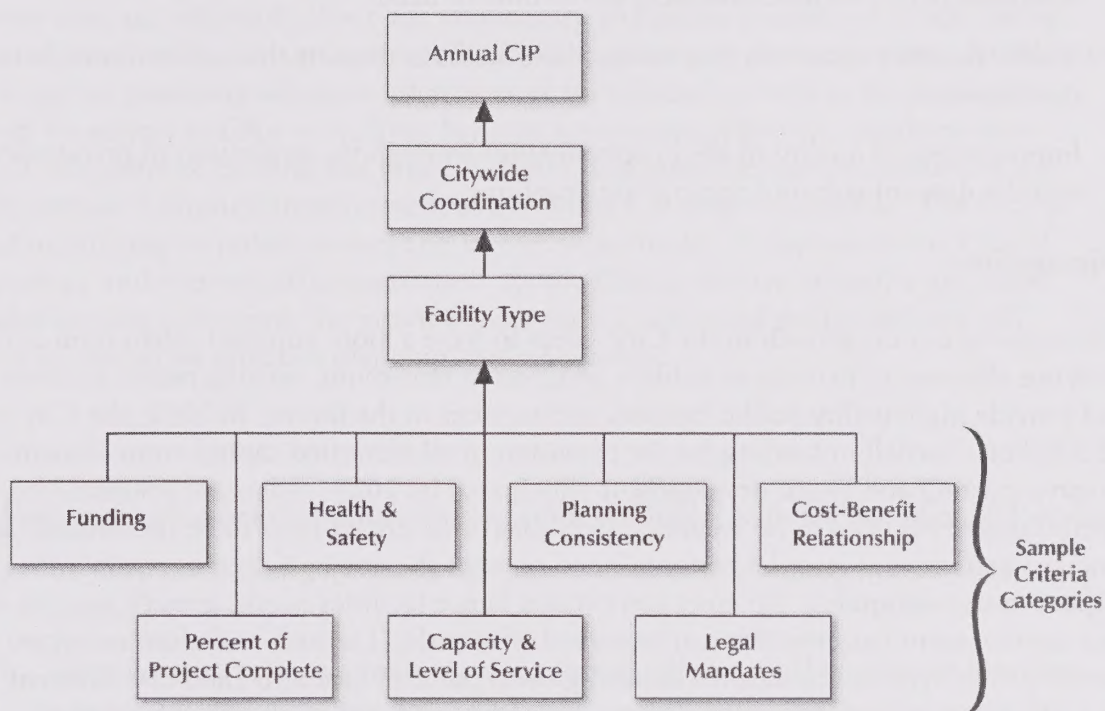
Facility Type Prioritization

- PF-B.3. Create an organization-wide method for identifying and ranking capital improvement projects for proposed inclusion in the annual CIP and to guide the City's applications for regional, state, federal, or other funds.
- a. Establish an objective rating system which includes criteria that are appropriate for each facility type (bridges, roadways, traffic signals, pedestrian, drainage, water, sewer, parks, libraries, fire, police, etc.). Examples of potential criteria include, as applicable, but not limited to: funding, percent of project complete, health and safety, capacity and level of service, planning consistency, legal mandates, and cost-benefit relationship.
 - b. Establish an objective rating system which includes criteria that addresses equity, efficiency, and conformance with land use plans. Evaluate and assign values to projects based on the following:
 - Conformance with community plans and public facilities financing plans (PFFPs). Additionally consider community priorities, when preferences are expressed in the community plan, PFFP, or by a vote of the recognized community planning group.
 - Project is within an existing or potential village area in a community that currently does not meet General Plan-identified public facilities guidelines or acceptable levels of service, for the type of facility or service being considered.
 - Project is located outside of an existing or potential village location within a community that is not meeting public facilities guidelines or acceptable levels of service as identified in the General Plan for the type of facility or service being considered.
 - Project can address multiple communities.
 - Project is located within a community where there are opportunities to leverage other resources and partnerships with other public, private, and not-for-profit entities.

For demonstrative purposes, Figure PF-2, CIP Prioritization, includes seven sample criteria which could be used for a given facility type to evaluate the merits of a project and to determine a prioritization ranking. Funding factors may include the availability of financing. Percent of Project Complete could affect a ranking based on the amount of funds invested in a capital improvement and how close to completion a project may be. A common factor among facility types will be to consider a project's effects on the public's Health and Safety. Capacity and Level of Service may influence ranking based on the impact a project may have on maintaining service levels or based on current capacity levels of the particular facility type. Planning Consistency will be an important factor for all facility types to ensure all strategic planning goals are implemented and community-level priorities are factored in. Legal Mandates are often non-discretionary factors which may result in a high priority ranking. Cost-Benefit Relationship criteria may consider a projected revenue stream, anticipated operations costs, economic impacts, net fiscal impact, and other possible outcomes resulting from a project.



**Figure PF-2
CIP Prioritization**



The simplified model in Figure PF-2, CIP Prioritization, generally illustrates the process described in Section B, Public Facilities and Services Prioritization. Criteria categories are to be tailored to each facility type for the purpose of prioritizing projects. Citywide coordination will entail a careful evaluation of all identified priorities as a foundation for developing the annual Capital Improvements Program adopted by the City Council.



C. Evaluation of Growth, Facilities, and Services

Goals

- ◆ Adequate public facilities available at the time of need.
- ◆ Public facilities exactions that mitigate the facilities impacts that are attributable to new development.
- ◆ Improvement of quality of life in communities through the evaluation of private development and the determination of appropriate exactions.

Discussion

The majority of new growth in the City needs to have a more compact urban form and increase joint use efficiencies in order to achieve progress in remedying existing public facilities shortfalls and provide high quality public facilities and services in the future. In 2002, the City estimated a \$2.5 billion shortfall in funding for the provision of all identified capital improvements necessary to serve existing and future development anticipated by 2020. Adequate resources for capital and operational needs need to be secured, operational efficiencies need to be maximized, and facilities and services must be better tailored to meet the needs of diverse communities with respect to demographics. To meet current and future facilities needs, growth must be directed into development patterns that can be served efficiently. Limited, and often restricted existing funds must be targeted to support desired growth patterns (see also Land Use Element, Section A) and new or expanded funding sources must be considered alongside enhanced efficiencies and effective management of resources. Additionally, attention must be directed to the maintenance and operational requirements of all public facilities.





The comprehensive evaluation of development proposals will be critical to ensure any impacts to public facilities and services are identified and addressed. While the City endeavors to respond to existing and future needs with development impact fees (DIF) and other capital funding sources, private development will also be responsible for ensuring existing needs are not compounded by a proposed project. It is the intent of the City to ensure that future development does not adversely affect any community and create procedures which can be applied at the community plan update level which will coordinate planning of new development with a strategy for providing adequate infrastructure for all development in the community. Projects will be subject to DIFs or facilities benefits assessments (FBA) to contribute their proportional fair-share of existing and future facilities, and under certain circumstances are required to provide a physical improvement as a condition of project approval. The City is committed to utilizing its police powers and legislative authority to implement the City of Villages strategy and improve all communities. As the City continues to mature and more communities become urbanized, the provision and timing of assured public facilities will continue to be crucial for effective planning implementation.

Policies

PF-C.1. Require development proposals to fully address impacts to public facilities and services.

- a. Identify the demand for public facilities and services resulting from discretionary projects.
- b. Identify specific improvements and financing which would be provided by the project, including but not limited to sewer, water, storm drain, solid waste, fire, police, libraries, parks, open space, and transportation projects.
- c. Subject projects, as a condition of approval, to exactions that are reasonably related and in rough proportionality to the impacts resulting from the proposed development.
- d. Provide public facilities and services to assure that current levels of service are maintained or improved by new development within a reasonable time period.

PF-C.2. Require a fiscal impact analysis to identify operations and maintenance costs with a community plan amendment proposal of potential fiscal significance.

PF-C.3. Satisfy a portion of the requirements of PF-C.1 through physical improvements, when a nexus exists, that will benefit the affected community planning area when projects necessitate a community plan amendment due to increased densities.

PF-C.4. Reserve the right and flexibility to use the City's police powers and fiscal powers to impose timing and sequencing controls on new development to regulate the impacts and demands on existing or new facilities and services.



PF-C.5. Develop a centralized citywide monitoring system, accessible to the public, to document and report on the following:

- New Development - development proposals, fiscal impacts, operations and maintenance requirements, required plan amendments, exactions, service level and capacity impacts;
- Capital Improvements Program (CIP) - funding sources, project and funding schedules, project amendments, project costs, project locations, project status; and
- Existing Conditions - facility inventory, service and capacity levels, repair and replacement schedules, facility records (size, age, location, useful life, value, etc.).

PF-C.6. Maintain public facilities financing plans (PFFP) to guide the provision of public facilities.

- a. Identify in financing plans all facilities costs and needs required to serve existing and future development.
- b. Evaluate and amend or update financing plans at developer expense for consistency if needed, when community plans are amended to increase density or intensity according to the following guidelines:
 - Evaluate community public facility and service existing conditions, including characteristics such as size, condition, age, performance, and other relevant factors;
 - Consider the age of the existing financing plan;
 - Assess available resources to perform a financing plan update; and
 - Examine community development pressure and relationship to General Plan prioritization policies.

PF-C.7. Conduct periodic review of the fiscal impacts of private development throughout the City. This information will assist in land use and capital planning decisions by providing data regarding the amount, intensity, location, and timing of new development.



D. Fire-Rescue

Goal

- ◆ Protection of life, property, and environment by delivering the highest level of emergency and fire-rescue services, hazard prevention, and safety education.

Discussion

Historically, the primary mission of the fire service was limited to fire protection. Over the past two decades the fire service's mission has expanded both locally and nationally. In 1997 the San Diego Medical Services Enterprise limited liability corporation was formed, through a partnership between the City and Rural/Metro Corporation, to deliver paramedic services citywide. This program utilizes paramedics on the first responder

apparatus as well as the ambulance units. In addition to the wide variety of traditional fire suppression services such as structural, airport, marine, and vegetation firefighting, today's services include Emergency Medical Services (EMS), water rescue, hazardous material response, confined space rescue, cliff rescue, high angle rescue, mass casualty incidents, and response to terrorism and weapons of mass destruction. Figure PF-3, Fire and Lifeguard Facilities, illustrates the location of fire stations and permanent lifeguard towers. The fire service is also responsible for hazard prevention and public safety education.



Fire-Rescue Station #15 serving Ocean Beach and surrounding areas

Due to climate, topography, and native vegetation, the City is subject to both wildland and urban fires. In 2003 and 2007, the City experienced wildland fires that resulted in the loss of structures and significant burned acreage.

The extended droughts characteristic of the region's Mediterranean climate and increasingly severe dry periods associated with global warming results in large areas of dry, native vegetation that provides fuel for wildland fires. The most critical times of year for wildland fires are late summer and fall when Santa Ana winds bring hot, dry desert air into the region. The air temperature quickly dries vegetation, thereby increasing the amount of natural fuel. The Santa Ana conditions create wind-driven fires such as 2003 and 2007 wildfires, which require a huge number of assets, more than the City has available.

Development pressures increase the threat of wildland fire on human populations and property as development is located adjacent to areas of natural vegetation. The City contains over 900 linear



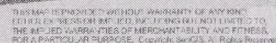
miles of wildland/urban interface due to established development along the open space areas and canyons. In 2005, the brush management regulations were updated to require 100 foot defensible space between structures and native wildlands (see also Conservation Element, policy CE-B.6 on the management of the urban/wildland interface and Urban Design Element, policy UD-A.3.p on the design of structures adjacent to open space).

The San Diego-Fire Rescue Department is responsible for the preparation, maintenance, and execution of Fire Preparedness and Management Plans and participates in multi-jurisdictional disaster preparedness efforts (see also PF Section P). In the event of a large wildfire within or threatening City limits, they could be assisted by the California Department of Forestry, Federal Fire Department, or other local fire department jurisdictions.

The City is challenged with meeting current and future public facilities needs, as well as covering operations and maintenance costs for each new or expanded facility. Generally, operations and maintenance issues are addressed as part of the initial phase in developing specific Capital Improvement Projects and within the annual operating budget development once the facility is under construction. The Public Facilities Financing Strategy is being developed to address the funding of operations and maintenance and identify major revenue options. In addition, during community plan updates, fiscal impact analyses will be prepared which compare annual revenues against costs.

The few remaining newly developing areas of the City often present challenges associated with proper site location, funding of fire stations, and timing of development. In redeveloping communities, funding and site locations for new or expanded facilities also require great effort and coordination. Typically a two to two and one-half mile distance between fire stations is sufficient to achieve response time objectives. The natural environment throughout the City presents considerable demands on fire-rescue services under various conditions and can also affect response times. For additional support, City forces rely on numerous Automatic Aid agreements with jurisdictions adjoining the City. These agreements assure that the closest engine company responds to a given incident regardless of which jurisdiction they represent. Mutual Aid agreements with county, state, and federal government agencies further allow the City, and any other participating agency, to request additional resources depending on the complexity and needs of a given incident.

Suburban residential development patterns and anticipated future infill development throughout the City will place an increasing demand on the capabilities of fire-rescue resources to deliver an acceptable level of emergency service. Service delivery depends on the availability of adequate equipment, sufficient numbers of qualified personnel, effective alarm/monitoring systems, and proper siting of fire stations and lifeguard towers. As fire-rescue facilities built in the 1950s and equipment continue to age, new investments must be made to support growth patterns and maintain levels of service to ensure public safety.





In order to meet National Fire Protection Association 1710 standards for emergency response times and to assure adequate emergency response coverage, the Fire-Rescue Department has identified the need to construct additional fire stations in several presently underserved communities.

A master plan for fire station construction is being developed to assure levels of service standards are attained for existing development and as future development occurs. The master plan will identify the communities in which fire stations are needed and prioritize implementation based on the following risk assessment criteria: Population Density per Square Mile, Firefighter per 1,000 Population, Building Density per Square Mile, Annual Incident Volume/Workload Distribution, Response Times Compliance, Square Miles Protected, Wildland/Urban Interface Areas, and Staffing Levels.



Fire-Rescue Mission Beach Lifeguard Station

Policies

- PF-D.1. Locate, staff, and equip fire stations to meet established response times. Response time objectives are based on national standards. Add one minute for turnout time to all response time objectives on all incidents.
- Total response time for deployment and arrival of the first-in engine company for fire suppression incidents should be within four minutes 90 percent of the time.
 - Total response time for deployment and arrival of the full first alarm assignment for fire suppression incidents should be within eight minutes 90 percent of the time.
 - Total response time for the deployment and arrival of first responder or higher-level capability at emergency medical incidents should be within four minutes 90 percent of the time.
 - Total response time for deployment and arrival of a unit with advanced life support (ALS) capability at emergency medical incidents, where this service is provided by the City, should be within eight minutes 90 percent of the time.
- PF-D.2. Deploy to advance life support emergency responses EMS personnel including a minimum of two members trained at the emergency medical technician-paramedic level and two members trained at the emergency medical technician-basic level arriving on scene within the established response time as follows:



- Total response time for deployment and arrival of EMS first responder with Automatic External Defibrillator (AED) should be within four minutes to 90 percent of the incidents; and
 - Total response time for deployment and arrival of EMS for providing advanced life support should be within eight minutes to 90 percent of the incidents.
- PF-D.3. Adopt, monitor, and maintain service delivery objectives based on time standards for all fire, rescue, emergency response, and lifeguard services.
- PF-D.4. Provide a 3/4-acre fire station site area and allow room for station expansion with additional considerations:
- Consider the inclusion of fire station facilities in villages or development projects as an alternative method to the acreage guideline;
 - Acquire adjacent sites that would allow for station expansion as opportunities allow; and
 - Gain greater utility of fire facilities by pursuing joint use opportunities such as community meeting rooms or collocating with police, libraries, or parks where appropriate.
- PF-D.5. Maintain service levels to meet the demands of continued growth and development, tourism, and other events requiring fire-rescue services.
- a. Provide additional response units, and related capital improvements as necessary, whenever the yearly emergency incident volume of a single unit providing coverage for an area increases to the extent that availability of that unit for additional emergency responses and/or non-emergency training and maintenance activities is compromised. An excess of 2,500 responses annually requires analysis to determine the need for additional services or facilities.
- PF-D.6. Provide public safety related facilities and services to assure that adequate levels of service are provided to existing and future development.
- PF-D.7. Evaluate fire-rescue infrastructure for adherence to public safety standards and sustainable development policies (see also Conservation Element, Section A).
- PF-D.8. Invest in technological advances that enhance the City's ability to deliver emergency and fire-rescue services more efficiently and cost-effectively.
- PF-D.9. Provide and maintain a training facility and program to ensure fire-rescue personnel are properly trained.
- PF-D.10. Buffer or incorporate design elements to minimize impacts from fire stations to adjacent sensitive land uses, when feasible.
- PF-D.11. Space oceanfront seasonal lifeguard towers every 1/10 of a mile or ten towers per mile.



E. Police

Goals

- ◆ Safe, peaceful, and orderly communities.
- ◆ Police services that respond to community needs, respect individuals, develop partnerships, manage emergencies, and apprehend criminals with the highest quality of service.

Discussion

The City police services include patrol, traffic, investigative, records, laboratory, and support services. The City works toward accomplishing its police and public safety goals by embracing the Neighborhood Policing philosophy and practice. Neighborhood Policing requires shared responsibility between the City and residents in order to address underlying problems contributing to crime and the fear of crime. The City engages in a problem solving partnership with community groups, government agencies, private groups, and individuals to fight crime and improve the quality of life for the residents of San Diego. The City also strives to reduce crime and the perception of safety risks through application of Crime Prevention Through Environmental Design (CPTED) concepts to build safer environments (see also Urban Design Element, Policy UD-A.17).



Police Central Division Station

Until the 1980s, the City provided its police services citywide, primarily from a single centralized facility. Several in-house and consultant studies were conducted during the 1970s to evaluate the benefits of decentralizing police functions. As a result of these studies, it was determined that several area stations were to be established throughout the City to better serve individual communities. To accomplish this, a twenty-year plan was developed to establish four new area police stations (Southeastern, Western, Eastern, and Northeastern), replace the existing Southern Division station, construct a new Administrative and Technical Center to replace the existing police headquarters, and relocate the Central Division. Developing needs also led to the construction of a Mid-City Division facility and a centralized Traffic Division facility.

Figure PF-4, Police Facilities, illustrates the location of existing police stations. With the exception of the Northern Division area station (circa 1970), all major facilities now occupied by City police services were constructed during the twenty-year plan period.

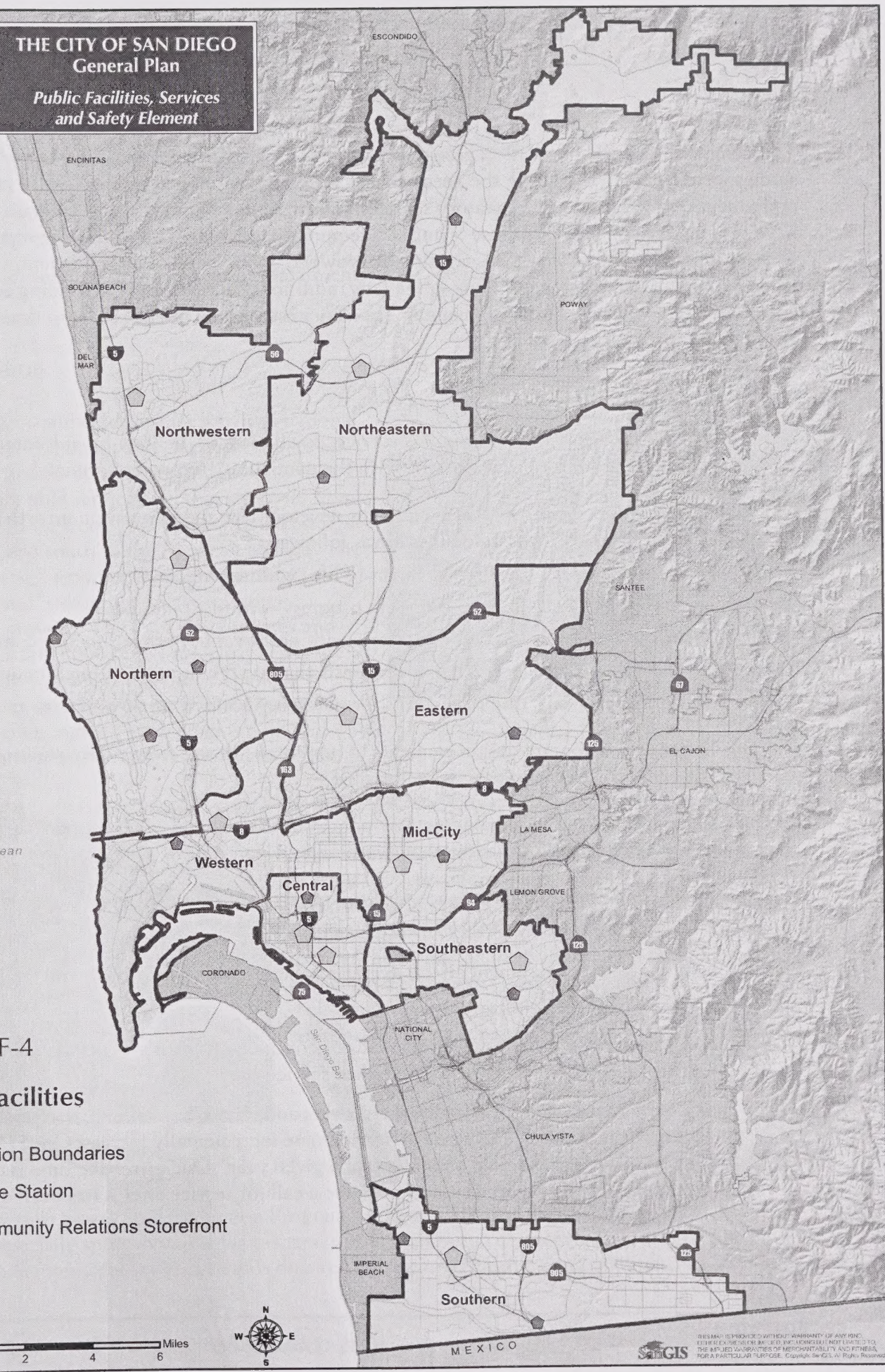


THE CITY OF SAN DIEGO
General Plan
*Public Facilities, Services
and Safety Element*

Figure PF-4
Police Facilities

- Name** Division Boundaries
- Police Station
- Community Relations Storefront

0 1 2 4 6 Miles





The demographics and population growth projections for the City have changed since the last studies were conducted, as have the needs and technologies employed by the City in providing police services. Advances in laboratory services, information technology, and specialized units have presented a challenge to those trying to accommodate them. Furthermore, several of the area stations built during the 1980s are already crowded and in need of improvement. As development and growth continue in the City, additional infrastructure, including additional police facilities, will be required to maintain the City's established police response time goals to ensure public safety.

Policies

- PF-E.1. Provide a sufficient level of police services to all areas of the City by enforcing the law, investigating crimes, and working with the community to prevent crime.
- PF-E.2. Maintain average response time goals as development and population growth occurs. Average response time guidelines are as follows:
 - Priority E Calls (imminent threat to life) within seven minutes.
 - Priority 1 Calls (serious crimes in progress) within 12 minutes.
 - Priority 2 Calls (less serious crimes with no threat to life) within 30 minutes.
 - Priority 3 Calls (minor crimes/requests that are not urgent) within 90 minutes.
 - Priority 4 Calls (minor requests for police service) within 90 minutes.
- PF-E.3. Buffer or incorporate design elements to minimize impacts from police stations to adjacent sensitive land uses, when feasible.
- PF-E.4. Plan for new facilities, including new police substations and other support facilities that will adequately support additional sworn and civilian staff.
- PF-E.5. Design and construct new police facilities consistent with sustainable development policies (see also Conservation Element, Section A).
- PF-E.6. Monitor how development affects average police response time goals and facilities needs (see also PF-C.5).
- PF-E.7. Maintain service levels to meet demands of continued growth and development, tourism, and other events requiring police services.
 - a. Analyze the need for additional resources and related capital improvements when total annual police force out-of-service time incrementally increases by 125,000 hours over the baseline of 740,000 in a given year. Out-of-service time is defined as the time it takes a police unit to resolve a call for service after it has been dispatched to an officer.



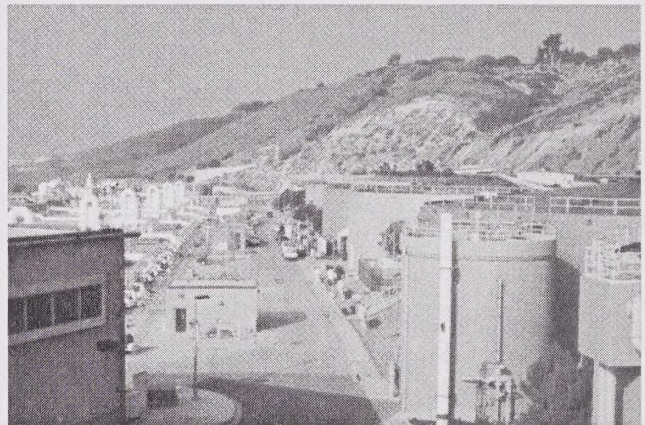
F. Wastewater

Goals

- ◆ Environmentally sound collection, treatment, re-use, disposal, and monitoring of wastewater.
- ◆ Increased use of reclaimed water to supplement the region's limited water supply.

Discussion

The City's wastewater system provides regional wastewater treatment and disposal services for the City and 15 other cities and districts in a 450 square mile service area that stretches from Del Mar in the north, to Alpine and Lakeside in the east, and south to the Mexican border. The system serves a population of more than 2.1 million, and is designed to accommodate regional growth. The City also operates and maintains the 3,000-mile Municipal Sewerage Collection System in the City. The City's wastewater system protects ocean water quality and the environment, supplements a limited water supply, and meets all federal and state standards.



Point Loma Wastewater Treatment Plant



Trenching the municipal sewer system

In the 1990s, the City constructed two water reclamation plants, a biosolids treatment facility, several pump stations and made major upgrades to the Point Loma Wastewater Treatment Plant. The treatment plant and two reclamation plants provide a functional treatment system capacity of 285 million gallons per day, sufficient to meet the projected needs of the 450 square mile service area through at least 2020. The two water reclamation plants produce reclaimed water for appropriate uses (including plant operation and irrigation) and support the City's water service strategy of diversifying water supply sources to reduce future reliance on imported water. Reclaimed water is sold and distributed by the City. Figure PF-5, Wastewater Facilities, identifies the location of these facilities.

An aggressive Sewer Spill Reduction Program, started in 2001, is designed to minimize sewer spills, especially spills to public waters, and subsequent beach closures and postings. The entire 3,000-mile municipal sewer system is on a regular, tailored cleaning and maintenance schedule



created to address specific needs and conditions. The oldest and most problematic lines are inspected by closed circuit televising (CCTV) equipment and assessed for rehabilitation or replacement to provide sustained system reliability on a cost-beneficial basis.

As part of its wastewater treatment operation, the City operates an ocean monitoring program. This program is designed to measure the effects of discharging treated wastewater from two ocean outfalls, as well as overall ocean water quality from Del Mar to below the Mexican border and from onshore to more than five miles out to sea. An industrial pre-treatment program permits and inspects businesses throughout the City to ensure that any harmful toxins, chemicals or heavy metals are removed from the wastewater flow before entering the City's sewer system.



Maintaining the municipal sewer system

Meeting evolving regulatory pressures is a nationwide challenge for the wastewater treatment industry. The City maintains an active dialogue with state and federal regulators as well as other key stakeholders. These efforts are aimed at developing and implementing the solutions that best balance the needs of all concerned.

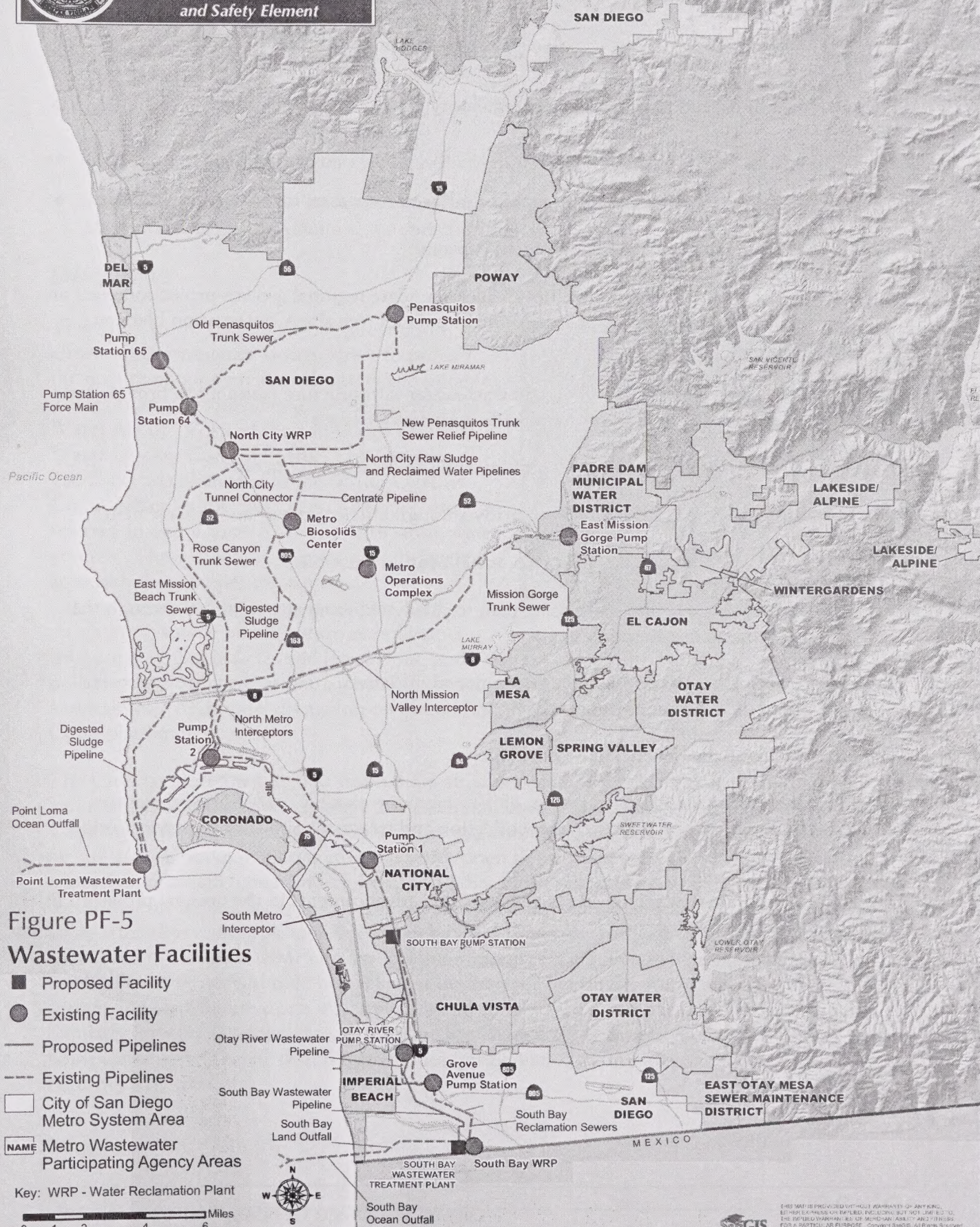
Unlike many cities in the eastern United States, San Diego's storm water infrastructure is not combined with the City's sewerage system. During rainfalls, storm runoff moves untreated from streets and hillsides to channels and pipes that empty into creeks, streams and rivers, eventually reaching the ocean. However, the

City has installed a number of dry weather interceptors around Mission Bay and along the coast that catch dry weather runoff from watered lawns, outdoor washing, or construction sites and route it into the sewer system. This small amount of runoff can be handled safely by the sewage treatment system and its removal before reaching the Bay and ocean helps to keep San Diego's waters clean.



THE CITY OF SAN DIEGO General Plan

Public Facilities, Services
and Safety Element





Policies

- PF-F.1. Meet or exceed federal and state regulatory mandates cost effectively.
- PF-F.2. Produce quality reclaimed water.
- PF-F.3. Minimize sewer spills by best practice infrastructure asset management practices.
- PF-F.4. Maintain conveyance and treatment capacity.
- PF-F.5. Construct and maintain facilities to accommodate regional growth projections that are consistent with sustainable development policies (see also Conservation Element, Section A).
- PF-F.6. Coordinate land use planning and wastewater infrastructure planning to provide for future development and maintain adequate service levels.
- PF-F.7. Ensure facilities meet business, safety, and life-cycle cost concerns.
- PF-F.8. Manage infrastructure assets optimally through efficient repair and replacement.
- PF-F.9. Support informed and timely resource allocation decisions.
- PF-F.10. Develop and execute a financing plan to satisfy requirements validated through the public participation process.
- PF-F.11. Explore entrepreneurial and environmental initiatives (such as the cogeneration of power) and pursue as appropriate.
- PF-F.12. Maximize the beneficial use of sludge.
- PF-F.13. Maintain a cost-effective system of meeting or, preferably, exceeding regulatory standards related to wastewater collection and treatment and storm water pollution prevention.
- PF-F.14. Incorporate new technologies and scientific advancements in the optimal provision of wastewater services.



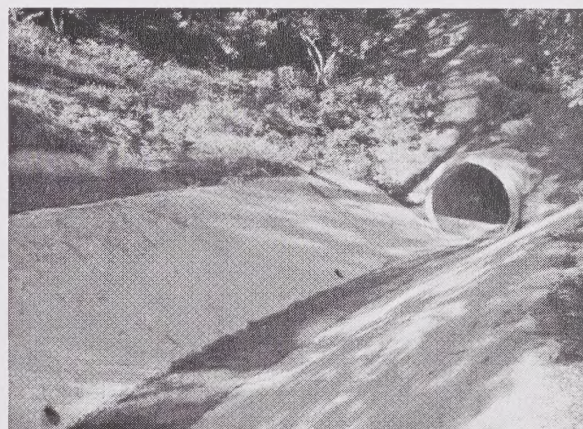
G. Storm Water Infrastructure

Goals

- ◆ Protection of beneficial water resources through pollution prevention and interception efforts.
- ◆ A storm water conveyance system that effectively reduces pollutants in urban runoff and storm water to the maximum extent practicable.

Discussion

The City's storm water pollution prevention efforts and conveyance system strive to protect the quality of our recreational waters and potable water resources as mandated by the federal Clean Water Act of 1972 and the San Diego Regional Water Quality Control Board. The City also maintains compliance with the Water Quality Control Plan for the San Diego Region 9 also referred to as the Basin Plan, and with storm water permits. These functions require a multi-faceted approach that couples infrastructure improvements and maintenance, water quality monitoring, source identification of pollutants, land use planning policies and regulations, and pollution prevention activities such as education, code enforcement, outreach, public advocacy, and training. Additional discussion on Urban Runoff Management, Section E, is included in the Conservation Element.



City of San Diego storm drain

The City has more than 39,000 storm drain structures and over 900 miles of storm drain pipes and channels serving approximately 237 square miles of urbanized development. Many storm water infrastructure projects do not have the opportunity to affect site design or implement other means to keep pollutants from entering storm drain flows. Therefore, prevention through education, outreach, code enforcement, and other efforts continues to be the most effective method of protecting water resources. Secondly, capital improvement investments in storm water structures (curbs, gutters, inlets, catch basins, pipes, and others) determined through Best Management Practices (BMP) are critical in order to reduce pollutant loading to acceptable levels. Public projects should be evaluated for their impact on the storm drain conveyance system and incorporate storm water quality and conveyance structures during the design process. Similarly, private development will mitigate the impacts of its development on the storm water conveyance system while overall system monitoring including the identification of needs is also performed by the City.



In addition to capital investments in storm water structures, operations and maintenance are equally critical to ensure governmental compliance and clean water resources. Furthermore, state regulations require that the City keep track of storm water structure locations and maintenance via inspections, and in some cases, collection and/or reporting of storm water quality monitoring data. The storm drain fee and other sources of funds are instrumental in ensuring compliance with legal mandates and maintaining storm water prevention and conveyance functions.

Policies

- PF-G.1. Ensure that all storm water conveyance systems, structures, and maintenance practices are consistent with federal Clean Water Act and California Regional Water Quality Control Board NPDES Permit standards.
- PF-G.2. Install infrastructure that includes components to capture, minimize, and/or prevent pollutants in urban runoff from reaching receiving waters and potable water supplies.
- PF-G.3. Meet and preferably exceed regulatory mandates to protect water quality in a cost-effective manner monitored through performance measures.
- PF-G.4. Develop and employ a strategic plan for the City's watersheds to foster a comprehensive approach to storm water infrastructure improvements.
- PF-G.5. Identify and implement BMPs for projects that repair, replace, extend or otherwise affect the storm water conveyance system. These projects should also include design considerations for maintenance, inspection, and, as applicable, water quality monitoring.
- PF-G.6. Identify partnerships and collaborative efforts to sponsor and coordinate pollution prevention BMPs that benefit storm water infrastructure maintenance and improvements.



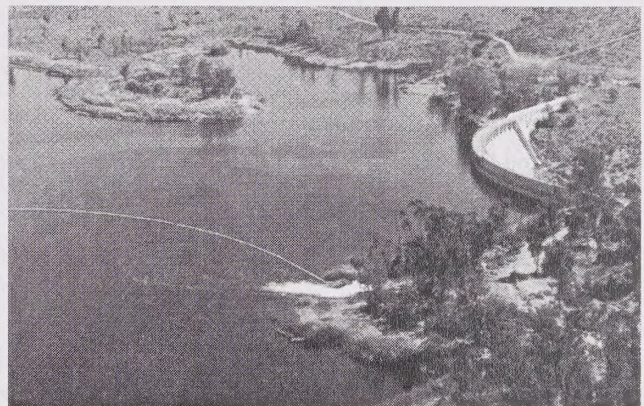
H. Water Infrastructure

Goal

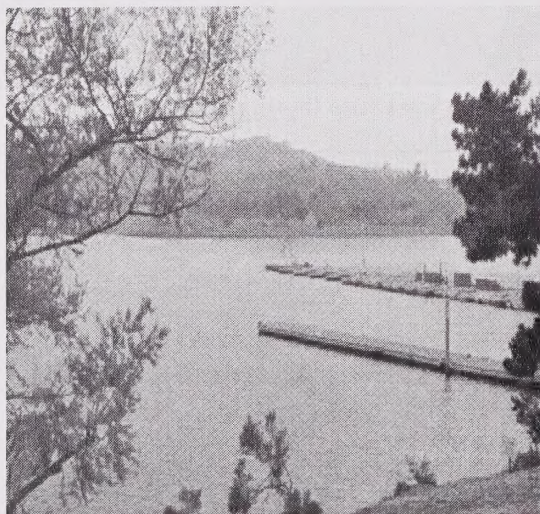
- ◆ A safe, reliable, and cost-effective water supply for San Diego.
- ◆ Water supply infrastructure that provides for the efficient and sustainable distribution of water.

Discussion

The City treats and delivers more than 200,000 AF (acre feet) per year of water to nearly 1.3 million residents. Its service area is generally located within the south central portion of San Diego County and is approximately 330 square miles. The City's potable water system serves the City and certain surrounding areas, including both retail and wholesale customers. San Diego has a semi-arid coastal climate with coastal areas receiving an average of ten inches of rain annually. The City's historically reliable water supply is credited to its ability to import and store water supplies from the Colorado River and Northern California. The City has no direct control over the imported water supply, but is a member agency of the San Diego County Water Authority (SDCWA), which is responsible for securing the San Diego region's water supply from the Metropolitan Water District of Southern California (MWD).



Lower Otay Reservoir



Lake Miramar Reservoir

In addition to delivering potable water the City has a recycled water use program to optimize the use of local water supplies, lessen the reliance on imported water, and free up capacity in the potable system. Recycled water gives the City a dependable, year round, locally produced and controlled water resource. It also comprises the water supply imported from the Colorado River. Like most rivers that pass through or near major cities, the Colorado River receives treated municipal wastewater and industrial inflows from 360 upstream dischargers which blend with the river supply of downstream cities. Additional discussion on Water Resources Management, Section D is included in the Conservation Element.



The water system consists primarily of nine surface water reservoirs, three water treatment plants, and 32 treated water storage facilities and more than 3,460 miles of transmission and distribution lines.

TABLE PF-1 Water Storage and Capacity

Water Storage Facility	Total 2006 Capacity (in acre feet)	Connection
Lower Otay Reservoir	49,510 AF	Otay Water Treatment Plant
Barrett Reservoir	37,947 AF	Otay Water Treatment Plant
Morena Reservoir	50,206 AF	Otay Water Treatment Plant
El Capitan Reservoir	112,807 AF	Alvarado Water Treatment Plant
San Vicente Reservoir	89,312 AF	Alvarado Water Treatment Plant
Sutherland Reservoir	29,684 AF	Alvarado Water Treatment Plant
Lake Murray Reservoir	4,818 AF	Alvarado Water Treatment Plant
Miramar Reservoir	7,184 AF	Miramar Water Treatment Plant
Lake Hodges Reservoir ¹	30,251 AF ²	Unconnected to City water treatment operations

1. Will be connected to SDCWAs aqueduct system as part of its Emergency Storage Project.

2. Currently (2005) sells 8,000-10,000 AF per year to neighboring water agencies per contractual agreement.

The City maintains and operates three water treatment plants with a combined total rated capacity of 294 Million Gallons per Day (MGD).

TABLE PF-2 Water Treatment and Capacity

Water Treatment Plant	Year Built	Rated 2006 Capacity (in million gallons per day)	Service Area
Miramar Water Treatment Plant	1962	140 MGD ¹	North San Diego (north of San Diego River)
Alvarado Water Treatment Plant	1951	120 MGD ²	Central San Diego (National City to the San Diego River)
Otay Water Treatment Plant	1940	34 MGD ³	South San Diego (Border area)

¹ Ongoing improvements will increase rated capacity to 215 MGD by 2011.

² Ongoing improvements will increase rated capacity to 200 MGD by 2011.

³ Upon completion of improvements, rated capacity will increase to 40 MGD by 2011.



The City also maintains and operates 32 treated water storage facilities, including steel tanks, standpipes, concrete tanks, and rectangular concrete reservoirs, with capacities varying from less than one million gallons to 35 million gallons. The water system consists of approximately 3,460 miles of pipelines, including transmission lines up to 84 inches in diameter and distribution lines as small as four inches in diameter. In addition, the City maintains and operates over 50 water pump stations that deliver treated water from the water treatment plants to over 268,000 metered service connections in over 90 different pressure zones. The City also maintains several emergency connections to and from neighboring water agencies. The City built the North City Water Reclamation Plant (NCWRP) and the South Bay Water Reclamation Plant (SBWRP) to treat wastewater to a level that is approved for irrigation, manufacturing and other non-drinking, or non-potable purposes. The NCWRP has the capability to treat 30 MGD of sewage and the SBWRP can treat 15 MGD. The recycled water distribution system consists of 66 miles of recycled water pipeline, a nine MGD reservoir and two pump stations. The Conservation Element, Figure CE-4, San Diego County Watersheds, includes the locations of water reservoirs and water reclamation projects.

As imported water supplies become scarce because of population increases, economic growth, and competing regional demands, San Diego must develop additional water resources to ensure an adequate supply for present and future generations. By 2030, the City's water demands are projected to increase by approximately 55 MGD or 25 percent over 2002 levels. To accommodate this demand, the challenge is to continue providing existing and new consumers with a safe and reliable water supply in a cost-effective manner. Maintaining an adequate water supply increasingly relies on conservation. The Conservation Element, Section D, Water Resources Management addresses conservation and water resources planning. The City maintains an Urban Water Management Plan as required by the 1984 Urban Water Management Planning Act. The 2005 Urban Water Management Plan addresses water supply, resource management, improvements needed to accommodate a 20-year demand growth projection, and a water shortage contingency plan. The plan is updated every five years.

Policies

- PF-H.1. Optimize the use of imported supplies and improve reliability by increasing alternative water sources to: provide adequate water supplies for present uses, accommodate future growth, attract and support commercial and industrial development, and supply local agriculture.
- a. Prepare, implement, and maintain, long-term, comprehensive water supply plans and options in cooperation with the appropriate state and federal agencies, regional authorities, water utilities, and local governments.
 - b. Develop, coordinate, facilitate, and implement water conservation plans and projects that are sustainable in reducing water demands.



- c. Develop potential groundwater resources and storage capacity, combined with management of surface water in groundwater basins to meet overall water supply and resource management objectives.
- d. Participate in advanced water treatment processes and non-traditional water production techniques such as brackish groundwater and seawater desalination programs.
- e. Continue to develop the recycled water customer base, and expand the distribution system to meet current and future demands.
- f. Consider and evaluate water transfers.
- g. Optimize storage, treatment and distribution capacity of potable water systems.

PF-H.2. Provide and maintain essential water storage, treatment, supply facilities and infrastructure to serve existing and future development.

PF-H.3. Coordinate land use planning and water infrastructure planning with local, state, and regional agencies to provide for future development, maintain adequate service levels, and develop water supply options during emergency situations.

- a. Plan for a water supply and emergency reserves to meet peak load demand during a natural disaster such as a fire or earthquake.
- b. Plan for water supply and emergency reserves recognizing anticipated Climate Change impacts.
- c. Recognize the water/energy nexus. Plan and implement water projects after consideration of their energy demands in coordination with energy suppliers to minimize and optimize the energy impact of projects.



I. Waste Management

Goals

- ◆ Efficient, economical, environmentally-sound waste collection, management, and disposal.
- ◆ Maximum diversion of materials from disposal through the reduction, reuse, and recycling of wastes to the highest and best use.

Discussion

Managing the refuse of society is an essential government function. Waste materials that are not effectively managed, collected, and disposed of, pose a health threat. Solid waste management requires an integrated approach focusing first on health and safety. The City is required to comply with California Public Resources Code requirements for integrated waste management practices. It is also necessary for the City to plan for the current and future disposal needs of San Diego's residents.



Automated curbside recycling program

A primary component of any integrated solid waste management strategy is waste reduction. As emphasized in state, county, and City laws and planning documents, the less waste material that is produced in the first place, the better, both from an economic and an environmental perspective. Waste reduction is essential in all facets of society, including the home, government and private offices, farms, manufacturing facilities, and entertainment establishments. Wasted materials cause environmental impacts at each stage of their life cycle. There are impacts associated with the initial manufacture of the material, the transport of the material for sale, and the transport of the material for disposal or recycling. For waste materials that cannot be reduced at the source, local government must take steps to ensure efficient collection, maximum recycling/composting, and safe and environmentally sound disposal. If not recycled or composted, the material takes up space in a landfill.



Local government must continue to take an active role in educating the public about the economic and environmental benefits of waste



reduction. For example, consumable items should be as durable as possible, with a long and efficient life that prevents wasting of resources. In addition, the City must also continue to provide litter prevention and abatement services.

Even with expanded waste processing requirements and opportunities, such as mixed construction and demolition debris recycling facilities, residual materials from these recycling operations will require safe disposal. The San Diego County Integrated Waste Management Plan, Countywide Siting Element shows that existing disposal facilities do not have the necessary permitted throughput rates (amount of and rate at which waste material can enter the disposal facility) to accommodate projected waste disposal needs in the region. The majority of waste (that is not diverted to beneficial use) is disposed of at the Miramar Landfill, which is expected to be in operation through 2012, and with approval of pending applications, through 2017. The remaining San Diego waste goes to other landfills, including two privately-operated landfills: the Sycamore Landfill, located within the City, and the Otay Landfill, located in the unincorporated area of the County of San Diego. Depending on how much waste is accepted, the Otay Landfill is projected to last through 2025, and the Sycamore Landfill through 2033.

Therefore, although waste diversion is the first priority, disposal must also be planned for. As the City's and the region's landfills near capacity, they must be evaluated for potential expansion, or new disposal sites must be identified to accept the residuals from collection programs and from current and expanded waste processing facilities. The Land Use Element, Figure LU-2, General Plan Land Use and Street System Map, displays the landfills. The City is currently evaluating methods to extend the life of its Miramar Landfill. The City is also reevaluating older facility siting studies and planning for long-term waste management needs, including increased diversion and processing facilities, and continued capacity for disposal of residual materials.

It is the City's responsibility to manage the collection, recycling/composting, and disposal of waste materials. Environmental, economic and regulatory principals should guide the provision of the waste management services necessary to protect public health and safety whether the City provides the service directly or manages it through franchises, land use controls, or other methods.



Refuse collection trash packer

Policies

PF-I.1. Provide efficient and effective waste collection services.

- a. Route City and private fleets to minimize truck trip distances and use fuel-efficient vehicles producing low emissions.
- b. Design or retrofit City and private operation stations consistent with sustainable development policies (see also Conservation Element, Section A).



- c. Encourage waste reduction and recycling with source-separated collection of materials.
- d. Provide space for recycling containers and efficient collection.
- e. Identify additional funding sources for all waste management services.

PF-I.2. Maximize waste reduction and diversion (see also Conservation Element, Policy CE.A.9).

- a. Conveniently locate facilities and informational guidelines to encourage waste reduction, diversion, and recycling practices.
- b. Operate public and private facilities that collect and transport waste and recyclable materials in accordance with the highest environmental standards.
- c. Support resource recovery programs that produce soil additives, mulch, or compost from yard debris and organic waste.
- d. Maximize the separation of recyclable and compostable materials.
- e. Collaborate with public and private entities to support the development of facilities that recycle materials into usable products or that compost organic materials.
- f. Reduce and recycle Construction and Demolition (C&D) debris. Strive for recycling of 100 percent of inert C&D materials and a minimum of 50 percent by weight of all other material.
- g. Use recycled, composted, and post-consumer materials in manufacturing, construction, public facilities and in other identified uses whenever appropriate.
- h. Encourage advance disposal fees to prevent the disposal of materials that cause handling problems or hazards at landfills.
- i. Provide sufficient information on the movement of waste and recyclable materials to meet regulatory requirements at public and private transfer stations and materials recovery facilities to allow adequate planning.
- j. Reduce subsidies to disposal and encourage incentives for waste diversion.
- k. Promote manufacturer and retailer responsibility to divert harmful, reusable, and recyclable products upon expiration from the waste stream.
- l. Encourage the private sector to build a mixed construction and demolition waste materials recycling facility.
- m. Expand and stabilize the economic base for recycling in the local and regional economy by encouraging and purchasing products made from recycled materials.



- n. Continuously assess new technologies for recycling, composting, cogeneration, and disposal to maximize efficient use of City resources and environmental protection.

PF-I.3. Provide environmentally sound waste disposal facilities and alternatives.

- a. Design and operate disposal facilities located within the City, or that serve as a destination for City waste, to meet or exceed the highest applicable environmental standards.
- b. Identify and investigate alternatives to standard disposal practices as fiscally-and environmentally-sound technologies become available.
- c. Ensure efficient, environmentally-sound refuse and recyclable materials collection and handling through appropriate infrastructure, alternative fuel use, trip coordination, and other alternatives.
- d. Ensure environmentally and economically sound disposal options for materials that cannot be effectively reduced, reused, recycled, or composted.
- e. Plan for disposal needs considering factors such as trip distance and environmentally sound disposal capacity.
- f. Cooperate on a regional basis with local governments, state agencies, and private solid waste companies to find the best practicable, environmentally safe, and equitable solutions to solid and hazardous waste management.
- g. Maximize environmental benefit in landfill-based waste diversion and effective load check programs by ensuring that recyclable or hazardous materials do not end up in the landfill.
- h. Use closed and inactive landfill sites for public benefits, such as provision of energy from waste generated methane, creation of wildlife habitat upon proper remediation or other land uses such as parks determined to be appropriate.

PF-I.4. Promote litter prevention efforts and practices.

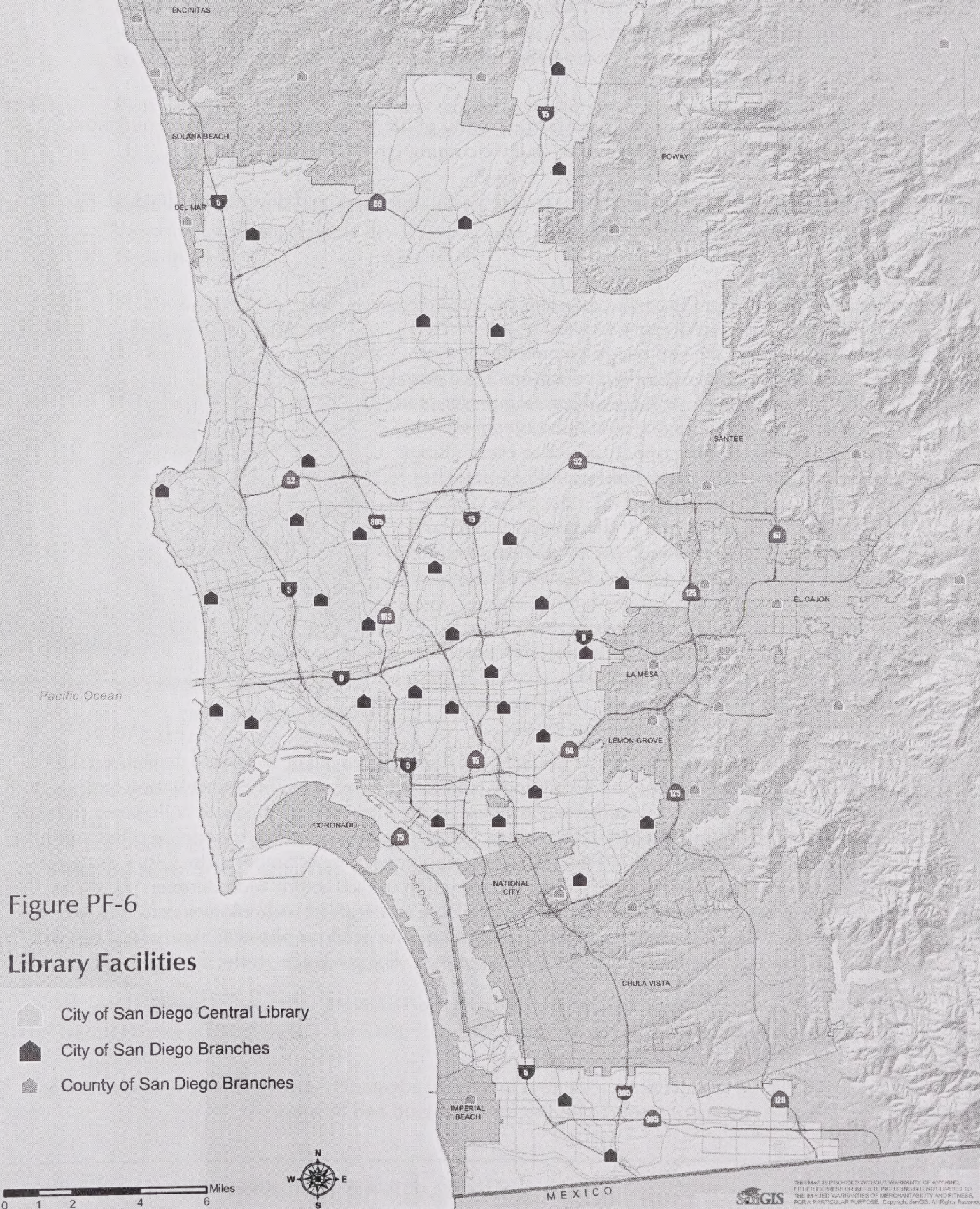
- a. Provide conveniently located public litter containers on public streets and in large public venues and strategically located recyclable materials containers.
- b. Encourage partnerships and collaborative efforts to sponsor and coordinate neighborhood pride/cleanup events.
- c. Promote anti-litter education campaign and encourage point of purchase and other funding options to support education and cleanup efforts.

PF I.5 Plan for sufficient waste handling and disposal capacity to meet existing and future needs. Evaluate existing waste disposal facilities for potential expansion of sites for new disposal facilities.



THE CITY OF SAN DIEGO General Plan

Public Facilities, Services and Safety Element





J. Libraries

Goals

- ◆ A library system that contributes to the quality of life through quality library collections, technologically improved services, and welcoming environments.
- ◆ A library system that is responsive to the specialized needs and desires of individual communities.

Discussion

The library system is a primary steward of the diverse cultural heritage of the San Diego community and of the enduring elements of world civilization; it is a portal to the world around us. It is a vital learning presence in the community, providing information objectively and offering lifelong learning opportunities to every citizen through the system's Central Library and 35 branches (see also Figure PF-6, Library Facilities). The Central Library functions as the hub of the library system, and all branches are vitally linked to it for the delivery of their services. Not only does the Central Library serve as the headquarters for the system, but it also supplements the limited collections which branch libraries can offer. The staff, collections, services, physical facilities, and programs exist to provide the best library service possible to all San Diegans. Each library strives to be a welcoming place.



Linda Vista Branch Library

The library system conducts regular evaluations of services to adapt to service demands, take advantage of constantly evolving technology, and to provide for facility construction and maintenance costs. Such assessments contribute to the provision of adequate collections that are responsive to community needs. Technological advances will continue to redefine what and how information and materials are provided and other library services. Some of the City's strategic library goals entail enhancing the system's information infrastructure and customers' access to digital information and the internet. While available and applied technologies continue to influence the modern evolution of the library system, the need for physical library facilities will remain an integral aspect of the City's public services. For guidance on the design of libraries (see also Urban Design Element, Section E).

Policies

- PF-J.1. Develop and maintain a Central Library to adequately support the branch libraries and serve as a major resource library for the region and beyond.



- PF-J.2. Design all libraries with a minimum of 15,000 square feet of dedicated library space, with adjustments for community-specific needs. Library design should incorporate public input to address the needs of the intended service area.
- PF-J.3. Plan for larger library facilities that can serve multiple communities and accommodate sufficient space to serve the larger service area and maximize operational and capital efficiencies.
- PF-J.4. Build new library facilities to meet energy efficiency and environmental requirements consistent with sustainable development policies (see also Conservation Element, Section A).
- PF-J.5. Plan new library facilities to maximize accessibility to village centers, public transit, or schools.
- PF-J.6. Design libraries to provide consistent and equitable services as communities grow in order to maintain service levels which consider operational costs and are based on established guidelines.
- PF-J.7. Pursue joint use of libraries with other compatible community facilities and services including other City operations.
- PF-J.8. Build and maintain a library system that adapts to technological changes, enhances library services, expands access to digital information and the internet, and meets community and library system needs.
- PF-J.9. Adopt an equitable method for securing contributions from those agencies and organizations which benefit from the Central Library's services.

K. Schools

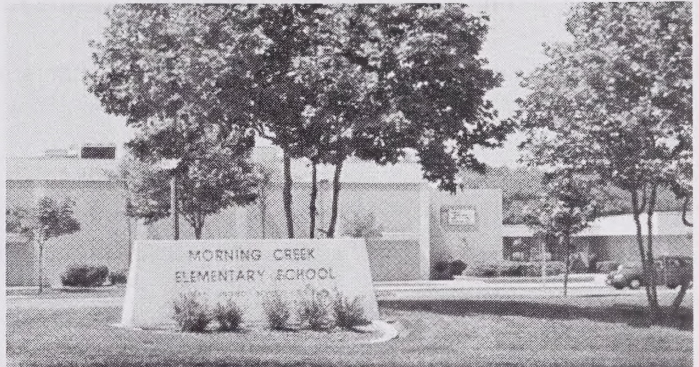
Goals

- ◆ A multi-level public and private school system that enables all students to realize their highest potential as individuals and as members of society.
- ◆ Educational facilities that are equitable, safe, healthy, technologically equipped, aesthetically pleasing, sustainable, and supportive of optimal teaching and learning for all students, and welcoming to parents and community members.
- ◆ A public school system that provides opportunities for students to attend schools within their residential neighborhoods as well as choices in educational settings outside their neighborhoods.



Discussion

One of the most important public services is the provision of schools and the offering of quality education to the residents of the City. San Diego has many levels of public and private educational institutions available: universities and colleges; adult education; numerous junior colleges; and the elementary and secondary school system. Figure PF-7 identifies many of these school facilities. This section addresses the K-12 educational level and presents policies calling for cooperation among the various independent educational authorities within the City.



*Morning Creek Elementary School,
Poway Unified School District*

School districts must make construction and reconstruction investments to meet the needs of existing and planned housing and demographic shifts. Similarly, to meet the demands of a diverse and competitive economy, other educational institutions must invest in expanding opportunities to accommodate growth, demographic shifts, and increased competition (see also Economic Prosperity Element, Section D).

The San Diego Unified School District (SDUSD) is a K-12 district and provides educational services to approximately 80 percent of the City of San Diego. In addition to SDUSD, there are 16 smaller districts, including elementary and secondary levels, which service the outlying northern, eastern, and southern areas of the City.

The San Diego Unified School District applies the following guidelines in the planning of its school facilities:

Elementary schools: maximum enrollment of 700 students. Site of approximately seven acres required to support the educational program.

Junior high/middle schools: maximum enrollment of 1,500 students. Site of approximately 15 acres required to support the educational program.

Comprehensive senior high schools: maximum enrollment of 2,000 students. Site of approximately 25 acres required to support the educational program.

A balance must be established between the competing needs of maintaining/developing housing and constructing/expanding schools. Due to limited land availability in urbanized areas, school sites are sometimes chosen that require the removal of existing housing units. The removal of these housing units may displace students that the school was intended to serve, thus reducing the projected student population. Other redevelopment which involves the conversion of housing supporting lower-income families can have the same impact. These multiple and interrelated impacts should be considered carefully in school siting decisions.



THE CITY OF SAN DIEGO General Plan

Public Facilities, Services
and Safety Element

Figure PF-7
School Districts
with Schools

- Elementary
- K-12
- Junior/Middle/High

High School Districts

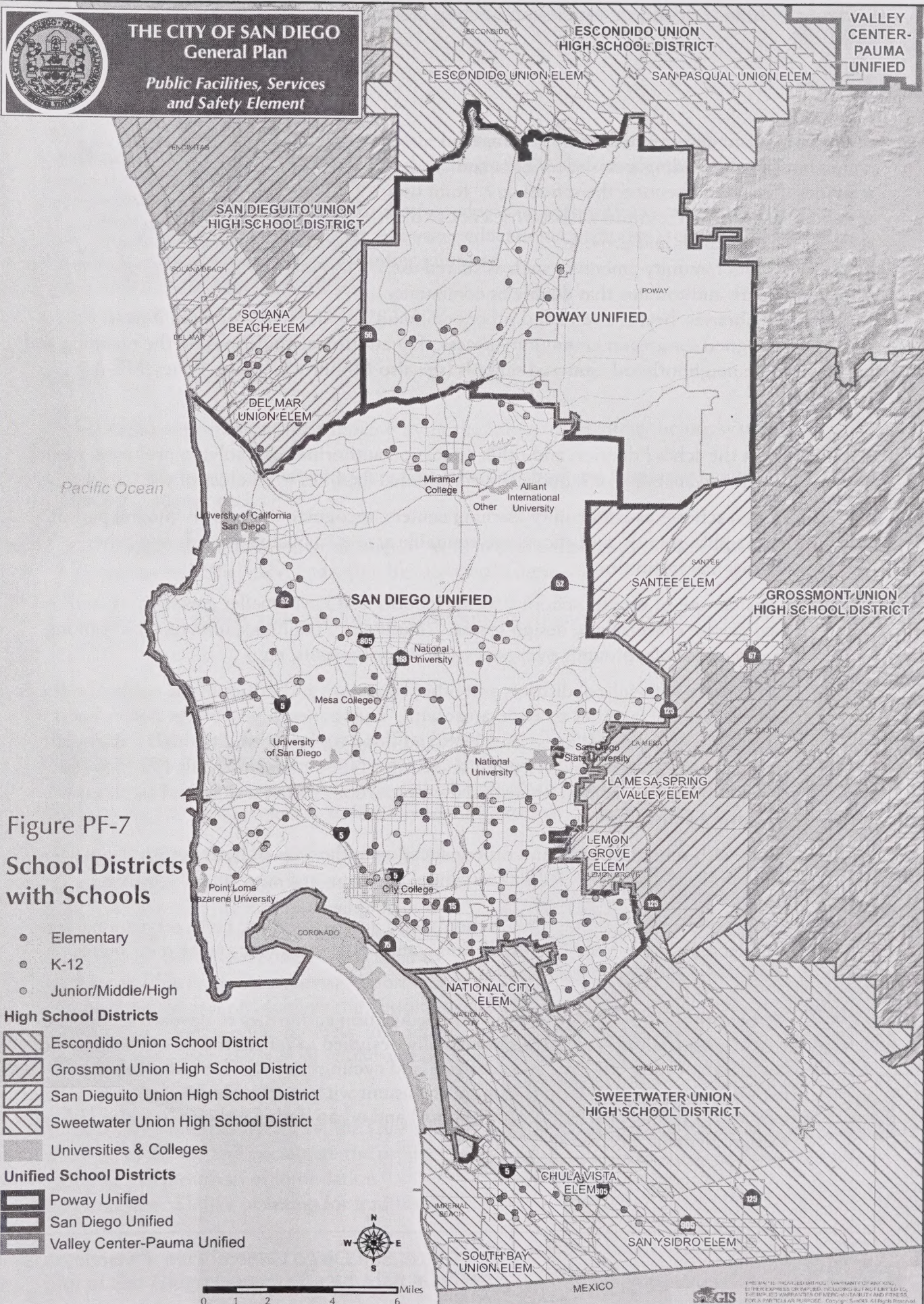
- Escondido Union School District
- Grossmont Union High School District
- San Dieguito Union High School District
- Sweetwater Union High School District
- Universities & Colleges

Unified School Districts

- Poway Unified
- San Diego Unified
- Valley Center-Pauma Unified



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School siting and design can also help strengthen communities by providing a center for community activities that extend beyond the school day. Joint use of school facilities can result in a more efficient use of scarce public resources and provide neighborhood/community amenities such as shared use of playing fields, auditoriums that double as community theaters, and libraries, health clinics and other community services incorporated into schools while also designed for greater community access. For additional guidelines on the planning and design of more neighborhood-centered schools (see also Mobility Element, Policy ME-A.2).

Section 17620 of the California Education Code authorizes school districts to collect fees to mitigate the impact of new development on enrollment in the district. The State Allocation Board determines the maximum level of fees a district can levy for residential and commercial/industrial development.

Policies

- PF-K.1. Assist the school districts and other education authorities in resolving problems arising over the availability of schools and educational facilities in all areas of the City.
- PF-K.2. Design schools as community learning centers, recognize them as an integral part of our neighborhoods, and encourage equitable access to quality schools and other educational institutions.
- PF-K.3. Consider use of smaller school sites for schools that have smaller enrollments, and/or incorporate space-saving design features (multi-story buildings, underground parking, placement of playgrounds over parking areas or on roofs, etc.).
- PF-K.4. Collaborate with school districts and other education authorities in the siting of schools and educational facilities to avoid areas with: fault zones; high-voltage power lines; major underground fuel lines; landslides and flooding susceptibility; high-risk aircraft accident susceptibility; excessive noise (see also Noise Element, Table NE-3, Noise Compatibility Guidelines); industrial uses; hazardous material sites, and significant motorized emissions.
- PF-K.5. Work with school districts and other education authorities to better utilize land through development of multi-story school buildings and educational facilities.
- PF-K.6. Expand and continue joint use of schools with adult education, civic, recreational (see also Recreation Element, Section E) and community programs, and also for public facility opportunities.
- PF-K.7. Work with the school districts and other education authorities to develop school and educational facilities that are architecturally designed to reflect the neighborhood and community character, that are pedestrian-and cycling-friendly (see also Mobility Element, Policy ME-A.2), and that are consistent with sustainable development policies (see also Conservation Element, Section A) and urban design policies (see also Urban Design Element, Section A).



- PF-K.8. Work with school districts and other education authorities to avoid environmentally protected and sensitive lands in the siting of schools and educational facilities.
- PF-K.9. Work with school districts and other education authorities in evaluating best use of underutilized school district and other educational authority facilities and land for possible public acquisition and/or joint-use.

L. Information Infrastructure

Goals

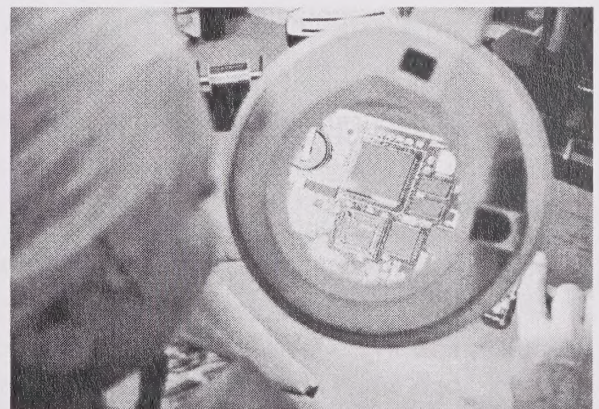
- ◆ Increased opportunities for connectivity in the information infrastructure system.
- ◆ An information infrastructure system that meets existing and future communication, access, and technology needs.
- ◆ An integrated information infrastructure system that enhances economic viability, governmental efficiency, and equitable universal access.
- ◆ A city that regulates and coordinates telecommunications to ensure and safeguard the public interest.

Discussion

In January 2000, the City developed its first Information Technology Strategic Plan (ITSP). The ITSP is intended to define the City's vision of the future for information technology and key strategies for achieving this vision. The plan also serves to provide citywide guidance and direction for the management and development of information technology.

The City recognizes that information technology can enable it to achieve its business goals and meet its challenges, including development of more efficient and cost-effective City services. Additionally, the City recognizes the need to develop and maintain the necessary information infrastructure in order to achieve the desired levels of communication, service, business, and access, internally and externally, for all public and private entities.

In addition to internal strategies, the City will continue to pursue and encourage the proper planning and provision of information infrastructure. Unlike planning for traditional



Information infrastructure is critical to the economy and for efficient services.



infrastructure such as water and sewer lines, planning for high-tech infrastructure has materialized in the new century in the wake of rapidly evolving technologies. The continuous evolution and coalescence of data, telephones, cellular telephones, televisions, video, satellites, personal digital assistants, internet, personal computers, and other technical devices has created a new era of unlimited interactive communications possibilities. Planning, providing, and supporting communication and information infrastructure will provide a vital framework for economic growth, educational opportunities, integrated development patterns, and quality of life issues in San Diego.

Policies

- PF-L.1. Incorporate appropriate information infrastructure requirements into all relevant local policies, ordinances, and plans.
- PF-L.2. Coordinate with all agencies and programmed project schedules to minimize disruptions to residents and public rights-of-way, and incorporate information infrastructure needs and opportunities.
- PF-L.3. Provide infrastructure to ensure seamless communications and universally available access to data for all internal and external groups.
- PF-L.4. Facilitate economic development citywide, with consideration of the City's status in the border region of Mexico, with adequate provision of an information infrastructure system.
- PF-L.5. Work with private telecommunication service providers to develop and maintain an integrated information infrastructure system.
- PF-L.6. Promote internally and externally cost-efficient delivery of services and exchange of information using telecommunication systems, including "hot zone" designations and other similar strategies.
- PF-L.7. Encourage City departments and other employers to adopt telecommuting, wherever practical, to mitigate traffic congestion, air pollution, environmental concerns, and quality of life issues.
- PF-L.8. Provide incentives for developers to pre-wire new and remodeled residential and non-residential structures to accommodate emerging technologies (fiber optic, wireless, Ethernet, digital subscriber line, voice over internet protocol, internet control panels, and many others) to allow seamless communications citywide.
- PF-L.9. Improve the City's existing emergency telecommunication system so that it can better respond to and mitigate the impacts of various emergency situations.



- PF-L.10. Provide public access workstations in all communities within the City.
- PF-L.11. Support efforts to provide those with disabilities access to the most current technologies.
- PF-L.12. Monitor emerging technologies to develop and maintain an effective information infrastructure system and strategy citywide.
- PF-L.13. Ensure proper reuse, recycling and waste diversion efforts of communications equipment and other technologies upon expiration of use.

M. Public Utilities

Goals

- ◆ Public utility services provided in the most cost-effective and environmentally sensitive way.
- ◆ Public utilities that sufficiently meet existing and future demand with facilities and maintenance practices that are sensible, efficient, and well-integrated into the natural and urban landscape.

Discussion

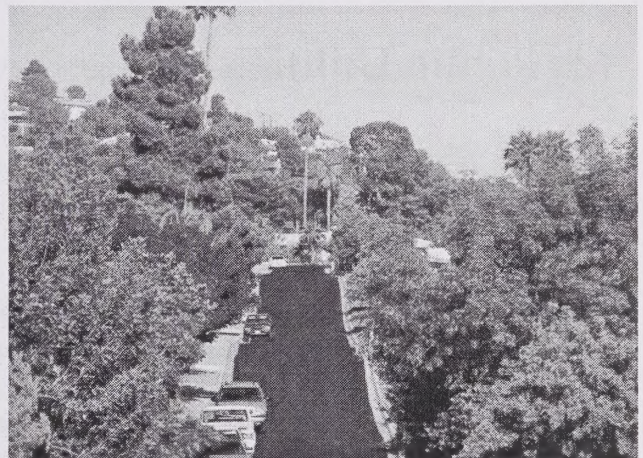
The California Constitution vests in the California Public Utilities Commission (CPUC), the exclusive power and sole authority to regulate privately-owned or investor-owned public utilities such as San Diego Gas & Electric (SDG&E). This exclusive power extends to all aspects of the location, design, construction, maintenance, and operation of public utility facilities. Nevertheless, the CPUC has provisions for regulated utilities to work closely with local governments and give due consideration to their concerns. The state also regulates energy consumption under Title 24 of the California Code of Regulations. The Title 24 Building Energy Efficiency Standards apply to energy consumed for heating, cooling, ventilation, water heating, and lighting in new residential and non-residential structures.

The primary public utility in the region is SDG&E. This utility provides energy service to 3.3 million consumers through 1.3 million electric meters and more than 800,000 natural gas meters in San Diego and southern Orange counties. The utility's area spans 4,100 square miles. Figure PF-8, Gas and Electric Substations and Transmission Lines, identifies some of SDG&E's facilities within the City. In addition to the major energy utility, there are other prominent utilities serving the City and region. AT&T is the nation's largest telecommunications company providing local residents with integrated communications and entertainment services including IP (Internet Protocol)-based network capabilities which integrate voice, data and video. The dominant providers of communications networks and cable television programs are Cox Communications and Time Warner Cable. In addition to providing high quality cable, high-



speed internet, and digital telephone services, they offer the latest technologies to improve economic opportunities and quality of life.

The City also serves as a major public utility provider offering water, sewer, and solid waste management (collection, recycling, and disposal) services. Additional discussion and policies related to these services are provided in the respective sections of this element. In 1991, the City Public Utilities Advisory Commission was established to provide advice and recommendation to the City's elected officials and executive management on matters related to public utilities operations which impact ratepayers and residents of the City.



In 2002, the City formally adopted a policy for the undergrounding of overhead utility lines to protect public health, safety, and general welfare. As of 2005, the City has averaged approximately 30-35 miles of undergrounding each year and plans undergrounding nearly all major and collector streets within the next 20 years and streets in residential areas within approximately 50 years. The San Diego Metropolitan Transit System also functions as a major public utility in San Diego through its management and provision of transportation and transit services.

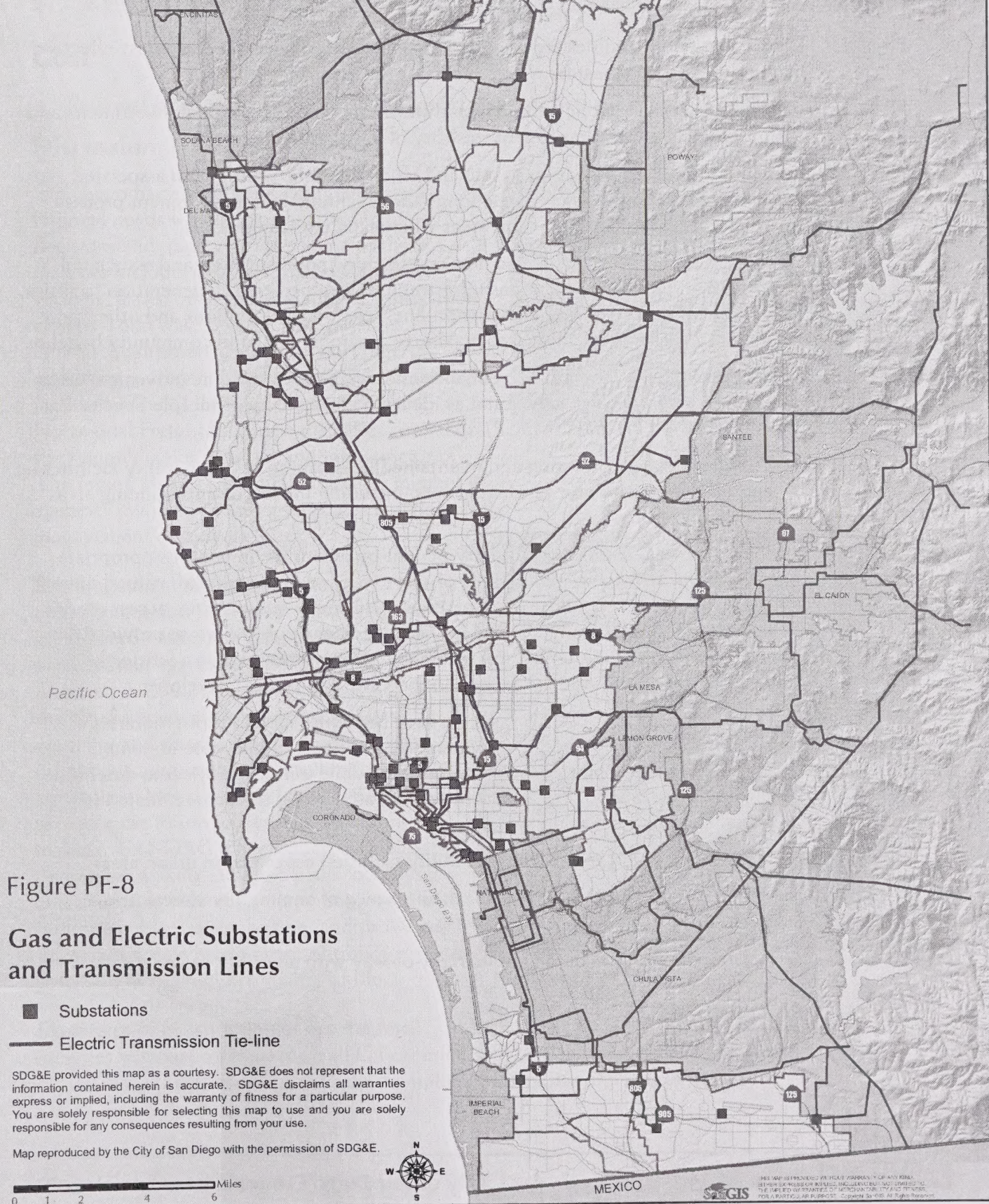
Providing and planning for adequate public utilities and the means to transmit, convey, or provide the service is essential to ensuring that services and utilities keep pace with anticipated growth. The scarcity of suitable facility sites and the sensitivity of conserved resource areas, especially in urbanized areas where many facilities are located, make planning for sufficient public utilities challenging. Given the increasingly urban nature of southern California, and as the City becomes fully urbanized, it is essential to fully integrate the design and space requirements for public utilities into all planning efforts.

The City operates a utilities undergrounding program to relocate overhead utility lines underground. This process consists of five primary phases: public hearings, design, notifications, construction, and post construction. The City maintains an informative utilities undergrounding website where the public may access the master plan, get project information and details, and view photos and maps.



THE CITY OF SAN DIEGO General Plan

Public Facilities, Services
and Safety Element





Policies

- PF-M.1. Ensure that public utilities are provided, maintained, and operated in a cost-effective manner that protects residents and enhances the environment.
- PF-M.2. Coordinate with all public and private utilities to focus utility capital investments and design projects to help implement the City of Villages strategy.
- PF-M.3. Integrate the design and siting of safe and efficient public utilities and associated facilities into the early stages of the long range planning and development process, especially in redevelopment/urban areas where land constraints exist.
- PF-M.4. Cooperatively plan for and design new or expanded public utilities and associated facilities (e.g., telecommunications infrastructure, planned energy generation facilities, gas compressor stations, gas transmission lines, electrical substations and other large scale gas and electrical facilities) to maximize environmental and community benefits.
- a. Use transmission corridors to enhance and complement wildlife movement areas and preserved open space habitat as identified in the City's Multiple Species Conservation Program (MSCP).
 - b. Provide adequate buffering and maintained landscaping between utility facilities and residential and non-residential uses, including the use of non-building areas and/or rear setbacks.
 - c. Maximize land use and community benefit by locating compatible/appropriate uses within utility easements/right-of-ways (e.g., passive parkland, natural open space, wildlife movement, urban gardens, plant nurseries, parking, access roads, and trails). Trails can be allowed in these easement/right-of-ways, provided proper indemnification, funding and maintenance is set forth in a written agreement between the public utility, the City, and project developer.
 - d. For projects, in particular large-scale developments (such as those requiring redevelopment plans, community plan updates, general plan amendments), consult and coordinate with all appropriate public utilities early on to determine the type, size, and location of facilities that are needed to accommodate the project's increased demand.
 - e. Incorporate public art with public utility facilities, especially in urban areas.
 - f. Ensure utility projects account for maintenance of community streetscape elements and street trees.
 - g. Coordinate projects in the public right-of-way with all utility providers.



N. Regional Facilities

Goal

- ◆ Regional facilities that promote and support smart growth and improve quality of life.

Discussion

San Diego has a number of facilities serving regional needs which directly affect land use decisions and quality of life. Some of these facilities include: freeways, highways, transit systems, parks, open space, stadiums, convention centers, solid waste, water, sewer, dams, detention, airports, healthcare, port, energy, education, military, and international border facilities. The Mobility Element, Figure ME-4 Intermodal Freight Facilities, identifies several of the region's major facilities and infrastructure. The region also has an equal or greater number of agencies involved in the provision, regulation, and management of such facilities.

Planning, maintaining, expanding, or constructing new regional facilities requires great coordination and cooperation among participating agencies. The San Diego Association of Governments (SANDAG) is the chief agency responsible for regional planning and transportation issues. While other agencies may be responsible for a particular regional serving facility, SANDAG provides the forum for regional decision-making. SANDAG is accredited with building consensus, making strategic plans, obtaining and allocating resources, plans, engineers, and building public transportation, and providing information on a broad range of topics pertinent to the region's quality of life.

Expansion or construction of new regional facilities will have an impact on all City residents. The City must make efforts to align these capital investments so that they help to implement the City of Villages strategy.



Interstate 5 near Downtown San Diego



Lindbergh Field at San Diego International Airport



Policies

- PF-N.1. Assume an active leadership role in planning and implementing regional facility and infrastructure investments through collaborative efforts.
- PF-N.2. Collaborate with public, private, and non-profit agencies to implement alternative investment policies and strategies that support growth in urban locations.
- PF-N.3. Encourage infrastructure investments in regional capital facilities that provide a positive economic impact and leverage for competitive advantages.
- PF-N.4. Coordinate the timing and development of new or expanded regional serving facilities to precede the development they will support.
- PF-N.5. Adopt an equitable mechanism to secure fair-share contributions for both regional infrastructure and regional-serving public facilities within the City which benefit other agencies, organizations, and private parties in the region.

O. Healthcare Services and Facilities

Goal

- ◆ Public and private healthcare services and facilities that are easily accessible and meet the needs of all residents.

Discussion

Healthcare services and facilities are essential to protect and improve health, safety, and quality of life for all residents. Numerous healthcare facilities such as hospitals, emergency centers, clinics, treatment centers, and other similar offices and facilities are located throughout the City and region. The county of San Diego provides a number of healthcare facilities and services for residents. Overall, public, private, and non-profit agencies, provide, a wide range of environmental, mental, physical, public health, and alcohol and drug abuse services.

The City should continue to coordinate with public, private, and non-profit healthcare facility and service providers to help ensure that healthcare services and facilities are available to residents and that siting decisions are integrated with the City's growth strategy. For example, equitably and carefully locating these facilities and services in communities with village characteristics can help meet the healthcare needs of a growing population in a manner that increases accessibility, reduces driving trips, and provides for educational, employment, and training opportunities. For additional guidance on the siting of healthcare facilities and services see also Land Use Element, Section I.



Policies

- PF-O.1. Encourage the provision of diverse, adequate, and easily accessible healthcare facilities and services to meet the needs of all residents.
- Strive to locate healthcare facilities and services near public transit.
- PF-O.2. Coordinate with providers so that the expansion or construction of new healthcare facilities addresses General Plan and community plan goals.
- PF-O.3. Encourage the collocation and joint use of healthcare facilities and services among providers, and as appropriate with any City services.

P. Disaster Preparedness

Goals

- ◆ A city and region that, through diligent planning, organizing, and training is able to prevent, respond to, and recover from man-made and natural disasters.
- ◆ Reduced disruptions in the delivery of vital public and private services during and following a disaster.
- ◆ Prompt and efficient restoration of normal City functions and activities following a disaster.



The City's Emergency Operations Center

Discussion

The City's disaster preparedness program emphasizes the prevention of, response to, and recovery from natural, technological, and man-made disasters including acts of terrorism. The program is designed to improve the City's ability to protect employees, the community, and the environment; and to enhance its ability to recover from financial losses, regulatory fines, damages to facilities or equipment, and other impacts on service delivery or business continuity.

Prevention of disasters addresses prevention, mitigation, and educational activities which reduce or eliminate a threat, or reduce its impact on life, health, and property. The response efforts incorporate the functions of planning, training, exercising, and execution and are conducted in accordance with U.S. Department of Homeland Security Office of Domestic Preparedness requirements. In the event of a disaster, recovery efforts, including Local Assistance Center



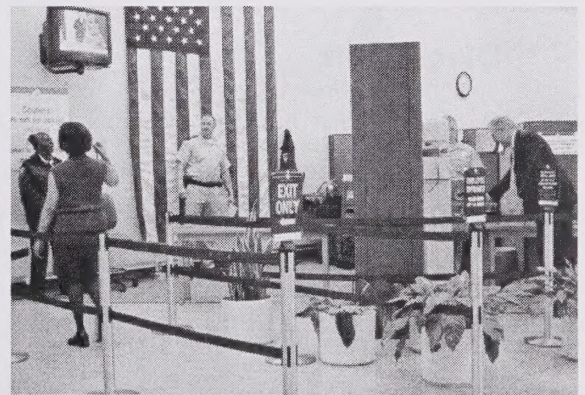
(LAC) operations, are generally oriented toward activities that focus on returning to normalcy after an event. Key to recovery is the process of identifying critical services and their dependencies on infrastructures such as buildings, power, communications, and data systems.

The City's disaster preparedness efforts also include oversight of the City's Emergency Operations Center (EOC). The effort is responsible for maintaining the EOC in a continued state of readiness, training City staff and outside agency representatives in their roles and responsibilities, and coordinating EOC operations when activated in response to an emergency or major event/incident. Additionally, the City is responsible for the development and maintenance of emergency operational documents and guides for City facilities, Qualcomm Stadium, Petco Park, and potential major events or incidents.

All emergency responders and Emergency Operation Center (EOC) and Department Operation Centers (DOC) operate under the National Incident Management System (NIMS) and the Standardized Emergency Management System (SEMS). NIMS provides a consistent, flexible, and adjustable national framework within which Federal, State, territorial, tribal, and local governments can work effectively and efficiently together to prepare for, prevent, respond to, and recover from domestic incidents, regardless of their cause, size, location, or complexity. NIMS is required by Homeland Security Presidential Directive (HSPD)-5. SEMS, which integrates NIMS, is intended for managing response to multi-agency and multi-jurisdiction emergencies in California and is required by Government Code §8607(a).

National and international events continue to focus attention on homeland security and public safety issues. The City is coordinating efforts to improve staff's ability to manage vital information and limited resources during a major emergency such as an earthquake, chemical spill, or act of terrorism, through the use of technology. The City is also responsible for securing and managing homeland security and other grant funds to enhance its, and the region's, security and overall preparedness to prevent, respond to, and recover from any hazard whether natural or man-made.

The City is a participating jurisdiction in San Diego County's 2004 Multi-Jurisdictional Hazard Mitigation Plan as approved by City Council Resolution R-299121 on April 26, 2004 and the Federal Emergency Management Agency (FEMA) on February 22, 2005. The countywide plan identifies risks posed by natural and manmade disasters including fires, earthquakes, landslides, and floods and ways to minimize damage from those disasters. The plan serves many purposes, including enhancing public awareness and understanding, creating a decision tool for management, promoting compliance with state and federal program requirements, enhancing local policies for hazard mitigation capability, and providing inter-jurisdictional coordination. The federal Disaster Mitigation Act of 2000 (P.L.



City Administration Building Security



106-390) requires all local governments to create such a disaster plan in order to qualify for funding in the future.

Policies

- PF-P.1. Ensure operational readiness of the City's EOC.
- PF-P.2. Establish communications with all City elected officials and managers regarding Office of Homeland Security issues.
- PF-P.3. Develop and maintain current, integrated, and comprehensive Emergency Operations and Disaster Plans on an annual basis (see also PF-H.3).
 - a. Prepare and maintain a comprehensive multi-modal evacuation plan.
- PF-P.4. Coordinate the development and implementation of a City business continuity plan to ensure the continuity of operations and government in the event of a major disaster or emergency.
- PF-P.5. Ensure that citywide guidelines for Operational Conditions (OPCON) are aligned with the U.S. Department of Homeland Security and integrated into each City department's procedures and Emergency Operations Plans.
- PF-P.6. Coordinate citywide emergency management and disaster planning and response through the integration of key City departments into the preparedness and decision-making process.
- PF-P.7. Develop a comprehensive exercise program consistent with the U.S. Department of Homeland Security Office of Domestic Preparedness requirements.
- PF-P.8. Coordinate with other urban area jurisdictions to execute a variety of exercises to test operational and emergency plans.
- PF-P.9. Collaborate with other local, state, and federal jurisdictions and private entities to plan and promote the integration and improvement of regional response capabilities.
- PF-P.10. Facilitate the execution of the City's Community Emergency Response Team (CERT) program to meet the requirements set forth by the Emergency Preparedness and Response directorate of the U.S. Department of Homeland Security and the San Diego Citizen's Corps Council.
- PF-P.11. Ensure that disaster recovery efforts involving the disposal of materials adhere to the policies in Section I of this element.
- PF-P.12. Develop, implement, and sustain a robust disaster preparedness community outreach and education program.



- PF-P.13. As part of the community plan update process, update plans and zoning to limit future development in hazard areas.
- PF-P.14. Continue to participate in and implement the San Diego County Multi-Jurisdictional Hazard Mitigation Plan to further coordinate hazard mitigation planning on a regional level.

Q. Seismic Safety

Goals

- ◆ Protection of public health and safety through abated structural hazards and mitigated risks posed by seismic conditions.
- ◆ Development that avoids inappropriate land uses in identified seismic risk areas.

Discussion

The fundamental objective of the seismic safety policies is to reduce the risk of hazard resulting from future seismic and related events. The seriousness of seismic risk to public safety is a function not only of local seismic conditions, but also a public awareness of the seismic hazards present, and the effectiveness of mitigation policies and practices utilized to reduce the risk resulting from the hazards. This section identifies existing and potential land use planning efforts which are instrumental in planning for seismic safety.

Southern California is considered one of the most seismically active regions in the United States, with numerous active faults and a history of destructive earthquakes. San Diego is located approximately 100 miles west of the San Andreas Fault, the predominate earthquake hazard in the state, and is close to several large active faults capable of producing intense ground shaking. Faults influencing local seismicity include the Elsinore, San Jacinto, Coronado Bank, San Diego Trough, San Clemente, and La Nación. In addition, the downtown area of the City is underlain by the active Rose Canyon Fault. Local geologic maps show that most neighborhoods in San Diego are underlain by numerous smaller faults (see also Figure PF-9 Geo-Technical Relative Risk Areas).

Situated in such proximity to large faults creates a significant seismic risk to the City. Damage to structures and improvements caused by a major earthquake will depend on the distance to the epicenter, the magnitude of the event, the underlying soil, and the quality of construction. The severity of an earthquake can be expressed in terms of both intensity and magnitude. The magnitude of an earthquake is measured by the amount of energy released at the source of the quake. The Richter scale, developed in the 1930s for Southern California, is used to rapidly define earthquake size and estimate damage.



The City uses the San Diego Seismic Safety Study, a set of geologic hazard maps and associated tables, as a guideline to correlate acceptable risk of various land uses with seismic (and geologic) conditions identified for the site. Large and complex structures, and places attracting large numbers of people, are most restricted as to geographic location based on site conditions. These facilities include dams, bridges, emergency facilities, hospitals, schools, churches, and multi-story, high-density residential structures. Low and medium residential development is considered land use of a lesser sensitivity and is therefore "suitable" or "provisionally suitable" (requiring mitigation) under most geologic conditions. Uses with only minor or accessory structures can be located on sites with relatively greater risk due to lower user-intensity associated with activities such as parks and open space, agriculture, and most industrial land uses. Geotechnical investigations are required to be performed prior to site development. The scope of investigations can range from feasibility surveys to extensive field exploration and engineering/geologic/seismic analyses depending upon the complexity of site conditions and the intensity of the proposed land use.

San Diego has been required to enforce the State Earthquake Protection Law (Riley Act of 1933) since its enactment in 1933. However, the seismic resistance requirements of the law were minimal for many years and San Diego did not embrace more restrictive seismic design standards until the adoption of the 1952 Uniform Building Code. Other applicable state regulations include the Alquist-Priolo Earthquake Fault Zoning Act, the Seismic Hazards Mapping Act, and the Unreinforced Masonry Law.

The California Earthquake Loss Reduction Plan was developed by the California Seismic Safety Commission in fulfillment of a mandate enacted by the Legislature in the California Earthquake Hazards Reduction Act of 1986. The plan is a comprehensive strategic document that sets forth the vision for a safer California and provides guiding policies. Incorporating lessons learned from all previous earthquakes, the plan is periodically updated for approximately five-year timeframes to continue to support new and ongoing efforts to protect California residents and the built environment. Such efforts are effective in reducing damage and injury from succeeding earthquakes. The City's development guidelines are consistent with state regulations and requirements.



THE CITY OF SAN DIEGO General Plan

Public Facilities, Services and Safety Element

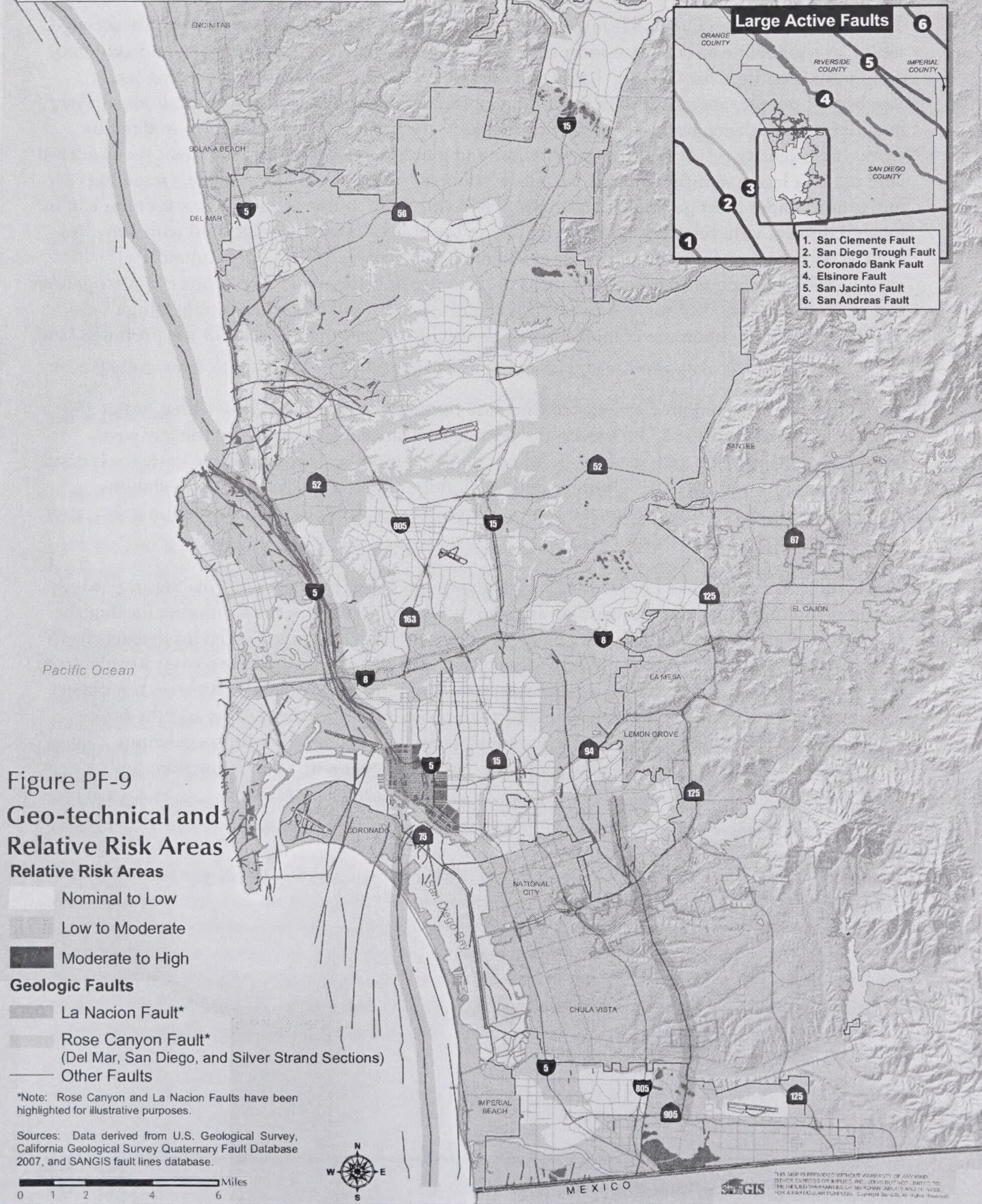




Table PF-3 identifies those seismic, geologic, and structural hazards which the City must consider in all planning and development efforts.

TABLE PF-3 Seismic, Geologic, and Structural Hazards

Seismic Hazards	
Ground Shaking	When a break or rapid relative displacement occurs along the two sides of a fault, the tearing and snapping of the earth's crust creates seismic waves which are felt as a shaking motion at the ground surfaces. The most useful measure of severity of ground shaking for planning purposes is the Modified Mercalli Intensity scale. This scale, ranging from Intensities I to XII, judges shaking severity by the amount of damage it produces. Intensity VII marks the point at which damage becomes significant. Intensity VIII and above correspond to severe damage and problems that are of great community concern. For comparison, the Rose Canyon Fault, capable of producing a 6.9 magnitude earthquake, would have an intensity of VII-IX. Intensity IX earthquakes are characterized by great damage to structures including collapse.
Ground Displacement	Ground displacement is characterized by slippage along the fault, or by surface soil rupture resulting from displacement in the underlying bedrock. Such displacement may be in any direction and can range from a fraction of an inch to tens of feet. In San Diego, exposures are generally poor and most faults are either potentially active or inactive. However, if ground displacement were to occur locally, it would most likely be on an existing fault. Failure of the ground beneath structures during an earthquake is a major contributor to damage and loss of life. Many structures would experience severe damage from foundation failures resulting from the loss of supporting soils during the earthquake.
Seismically Induced Settlement / Subsidence	Settlement of the ground may come from fault movement, slope instability, and liquefaction and compaction of the soil at the site. Settlement is not necessarily destructive. It is usually differential settlement that damages structures. Differential or uneven settlement occurs when the subsoil at a site is of non-uniform depth, density, or character, and when the severity of shaking varies from one place to another.
Liquefaction	Liquefaction is a process by which water-saturated granular soils transform from a solid to a liquid state during strong ground shaking.
Soil Lurching	Soil lurching is the movement of land at right angles to a cliff, stream bank, or embankment due to the rolling motion produced by the passage of surface waves. It can cause severe damage to buildings because of the formation of cracks in the ground surface. The effects of lurching are likely to be most significant near the edge of alluvial valleys or shores where the thickness of soft sediments varies appreciably under a structure.
Tsunamis and Seiches	A tsunami is a sea wave generated by a submarine earthquake, landslide, or volcanic action. A major tsunami from either of the latter two events is considered to be remote for the San Diego area. However, submarine earthquakes are common along the edge of the Pacific Ocean, and all of the Pacific coastal areas are therefore exposed to the potential hazard of tsunamis to a greater or lesser degree. A seiche is an earthquake-induced wave in a confined body of water, such as a lake, reservoir, or bay.



TABLE PF-3 Seismic, Geologic, and Structural Hazards (Continued)

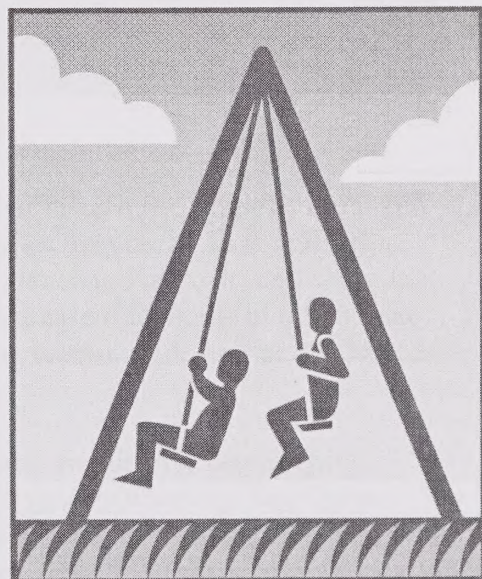
Geologic Hazards	
Landslide and Slope Stability	Old landslides and landslide-prone formations are the principal non-seismic geologic hazards with the City. Conditions which should be considered in regard to slope instability include inclination, characteristics of the soil and rock orientation of the bedding, and the presence of groundwater. The causes of classic landslides start with the preexisting condition inherent within the rock body itself that can lead to failure. The actuators of landslides can be both natural events such as earthquakes, rainfall and erosion and human activities such as grading and filling. Some of the areas where landslides have occurred are: Otay Mesa; the east side of Point Loma; the vicinities of Mount Soledad, Rose Canyon, Sorrento Valley, and Torrey Pines; portions of Rancho Bernardo and Los Peñasquitos; and along Mission Gorge in the vicinity of the second San Diego Aqueduct.
Coastal Bluffs	Coastal bluffs are land features that have resulted from the actions of sea wave forces on geologic formations and soil deposits. Geologic factors that affect the stability of bluffs include rock type, jointing and fracturing, faulting and shear zones, and base erosion. Where bluffs are eroding quickly, measures to reduce bluff degradation may be necessary in order to preserve the bluff line. In the Torrey Pines area, the coastal bluffs have experienced sizeable landslides where oversteepening of the sea cliff has resulted in unstable conditions. In addition, rock falls have occurred in the Sunset Cliffs area due to undermining of the sandstone.
Debris Flows or Mudslides	A debris flow or mudslide is a form of shallow landslide involving soils, rock, plants, and water forming a slurry that flows downhill. This type of earth movement can be very destructive to property and cause significant loss during periods of heavy rainfall. The City is susceptible to mudslides due to abundant natural, hilly terrain and steep manufactured slopes. Steeply graded slopes tend to be difficult to landscape and are often planted with shallow-rooted vegetation on a thin veneer of topsoil. When saturated, these loose soils behave like a liquid and fail.
Buildings	It is roughly estimated that about 800 (mainly nonresidential) masonry buildings within the City may constitute structural hazards. The majority of these are located in the downtown area; however, appreciable numbers are also found in the older sections of the Hillcrest, North Park, and La Jolla business districts, among others. Policies regulating the rehabilitation of such structures, and construction of new structures, are addressed in the City's Land Development Code.
Utility Systems	Utility systems are peculiarly subject to failure in earthquakes because of their largely underground location, and the inevitability that some lines will cross faults. Major transmission lines crossing fault zones should be carefully designed and constructed so that ground movement can be accommodated. In general, this suggests the use of flexible pipe and rubber ring joints rather than rigid lengths of pipe that are welded or glued. Frequent valving to permit the isolation of broken mains is also indicated, along with provision for utilizing redundant routes or systems.



Policies

- PF-Q.1. Protect public health and safety through the application of effective seismic, geologic and structural considerations.
- a. Ensure that current and future community planning and other specific land use planning studies continue to include consideration of seismic and other geologic hazards. This information should be disclosed, when applicable, in the California Environmental Quality Act (CEQA) document accompanying a discretionary action.
 - b. Maintain updated citywide maps showing faults, geologic hazards, and land use capabilities, and related studies used to determine suitable land uses.
 - c. Require the submission of geologic and seismic reports, as well as soils engineering reports, in relation to applications for land development permits whenever seismic or geologic problems are suspected.
 - d. Utilize the findings of a beach and bluff erosion survey to determine the appropriate rate and amount of coastline modification permissible in the City.
 - e. Coordinate with other jurisdictions to establish and maintain a geologic "data bank" for the San Diego area.
 - f. Regularly review local lifeline utility systems to ascertain their vulnerability to disruption caused by seismic or geologic hazards and implement measures to reduce any vulnerability.
 - g. Adhere to state laws pertaining to seismic and geologic hazards.
- PF-Q.2. Maintain or improve integrity of structures to protect residents and preserve communities.
- a. Abate structures that present seismic or structural hazards with consideration of the desirability of preserving historical and unique structures and their architectural appendages, special geologic and soils hazards, and the socio-economic consequences of the attendant relocation and housing programs.
 - b. Continue to consult with qualified geologists and seismologists to review geologic and seismic studies submitted to the City as project requirements.
 - c. Support legislation that would empower local governing bodies to require structural inspections for all existing pre-Riley Act (1933) buildings, and any necessary remedial work to be completed within a reasonable time.

Recreation Element





Recreation Element

"Park improvement is among the most important of the undertakings now before the City. It should have the cordial cooperation of all."

San Diego Union editorial on the City Park System, July 6, 1910

Purpose

To preserve, protect, acquire, develop, operate, maintain, and enhance public recreation opportunities and facilities throughout the City for all users.

Introduction

The City of San Diego has over 38,930 acres of park and open space lands that offer a diverse range of recreational opportunities. The City's parks, open space, trails, and recreation facilities annually serve millions of residents and visitors and play an important role in the physical, mental, social, and environmental health of the City and its residents. Parks can improve the quality of life by strengthening the body and assisting in maintaining physical well-being. Mental and social benefits include visual relief



Mission Trails Regional Park

from urban development, passive recreational opportunities that refresh the frame of mind and provide opportunities for social interaction, and healthy activities for youth. Park and open space lands benefit the environment by providing habitat for plants and animals, and space for urban runoff to percolate into the soil, while also serving to decrease the effects of urban heat islands. In addition, the City park system supports San Diego's tourism industry, and enhances the City's ability to attract and retain businesses.

San Diego's environment, its coastal location, temperate climate, and diverse topography, contribute to creating the City's first-class recreation and open space system for San Diego's residents and visitors. The goals and policies of the Recreation Element have been developed to take advantage of the City's natural environment and resources, to build upon existing recreation facilities and services, to help achieve an equitable balance of recreational resources, and to adapt to future recreation needs.



THE CITY OF SAN DIEGO General Plan

Recreation Element

Figure RE-1

Community Plan Designated Open Space and Parks Map

-  Neighborhood Park
-  Community Park
-  Resource Based Park
-  Open Space
-  Military Use

0 1 2 4 6 Miles



MEXICO



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Pacific Ocean

ENCINITAS

SOLANA BEACH

DEL MAR

CORONADO

ESCONDIDO

ESCONDIDO

POWAY

SANTEE

EL CAJON

LA MESA

LEMON GROVE

CHULA VISTA

NATIONAL CITY

IMPERIAL BEACH



The City's Parks and Open Space System

The City of San Diego provides three use categories of parks and recreation for residents and visitors: population-based, resource-based, and open space. These three categories of recreation, including land, facilities, and programming, constitute the City of San Diego's municipal park and recreation system.

- Population-based parks (commonly known as Neighborhood and Community parks), facilities and services are located in close proximity to residential development and are intended to serve the daily needs of the neighborhood and community. When possible, they adjoin schools in order to share facilities, and ideally are within walking distance of the residences within their service area.
- Resource-based parks are located at, or centered on, notable natural or man-made features (beaches, canyons, habitat systems, lakes, historic sites, and cultural facilities) and are intended to serve the citywide population, as well as visitors.
- Open space lands are City-owned lands located throughout the City, consisting of canyons, mesas, and other natural landforms. This open space is intended to preserve and protect native plants and animals, while providing public access and enjoyment by the use of hiking, biking, and equestrian trails.



Hilltop Community Park, Rancho Peñasquitos

Parks and open spaces that have been designated in community plans are shown on Figure RE-1, Community Plan Designated Open Space and Parks Map.

Park and Recreation Challenges

It has become increasingly challenging to meet the public's park and recreational needs as resident and visitor populations grow and the availability of vacant land decreases. The City faces:

- Increased demand on existing/remaining useable park and recreation resources/facilities, especially in older, urbanized communities;
- Increased pressure to develop open space lands and resource-based parks for population-based recreational purposes;
- Inequitable distribution of, and access to, parks citywide, especially in older, developed communities; and
- The need to balance competing land uses, and to recognize the unique differences among communities, in order to achieve livable neighborhoods and communities.



The Recreation Element contains policies to address these challenges. The element recommends that the City pursue long-term joint use agreements with schools, other public agencies, or private entities; ensure that adequate park fees are collected to provide for the park needs generated by new development; and allow for alternative means of providing timely and equitable park and recreation facilities. The element also recommends that a comprehensive Parks Master Plan be prepared to inventory and assess all City park lands, recreational uses, facilities and services, set priorities for protection and enhancement of existing park and recreation assets, and develop implementation strategies to meet present and future community needs.

The Recreation Element is not an isolated component of the General Plan. It is interconnected in varying degrees to other elements of the General Plan. In particular, the Conservation Element provides additional policies for protecting and preserving natural resources and open space, many of which contribute to the City's recreation and open space system. Additionally, the Public Facilities Element provides the City's financing strategy for providing many public services, including park and recreational opportunities. Overall, the City of Villages strategy reinforces the importance of recreation as an essential quality of life factor that needs to be integrated into communities.

A. Park and Recreation Guidelines

Goals

- ◆ Preparation of a citywide, comprehensive Parks Master Plan to guide park and open space acquisition, design and development, recreational programming and needed maintenance over the next 20-30 years.
- ◆ A sustainable park and recreation system that meets the needs of residents and visitors.
- ◆ Provision of parklands that keep pace with population growth through timely acquisition and development.
- ◆ An increase in the amount and quality of recreation facilities and infrastructure through the promotion of alternative methods where development of typical facilities and infrastructure may be limited by land constraints.
- ◆ An equitable citywide distribution of and access to parks and recreation facilities.

Discussion

As the City has grown, so have the quantity, quality, and distribution of recreation opportunities. New parks and open space have been acquired and facilities and services have been expanded in response to population-based needs.



*Youth baseball in Jerabek Neighborhood Park
Scripps Ranch*



Recreation activities in the form of cultural, athletic, sport, social, and craft programs have been developed to serve a wide variety of the population throughout the City at parks, recreation centers, athletic fields, and public schools. Table RE-1, Existing Park and Open Space Acres Within the City of San Diego, in conjunction with Figure RE-1, Community Plan Designated Open Space and Parks Map, provides a breakdown of the types and quantities of parks within the City.

A variation exists between communities with respect to total recreational facilities and population-based park acres provided. Of most concern is the lack of neighborhood and community facilities in portions of older urbanized neighborhoods. Reasons for this include:

- The older urbanized communities were developed without specified park development guidelines or park fees;
- Large resource-based parks such as Mission Bay Park and Balboa Park, serve both residents and visitors, yet have not been given credit towards meeting population-based park acreage recommendations;
- Continued development of new housing further adds to the need for new population-based park lands;
- There is a limited amount of land readily available for development of population-based parks; and
- There is a lack of funding strategies and resources to enable planned and opportunistic land acquisitions.

Retrofitting older neighborhoods to add new parks must be achieved with solutions that balance the often competing needs of parks, housing and other land uses. The Public Facilities, Services and Safety Element provides additional goals and policies related to funding of parks and recreation facilities. Additionally, downtown San Diego has a small block pattern and limited vacant land, and as the regional core is targeted for extensive, high-intensity vertical development, therefore necessitating creative and flexible methods for downtown to fulfill citywide goals, policies and standards.

In addition to land constraints, the City has been continually challenged with economic constraints in regards to park development, maintenance and operations. Therefore, it is essential that new parks and recreation facilities, and improvements to existing parks and facilities be designed and constructed to endure the intended use with minimal funding for maintenance or upgrades during the expected useful life of the facility. When communities desire special activity parks and smaller, more intensive parks which may require a higher level of maintenance, additional funding sources for maintenance will need to be identified. Sustainable development features including application of water and energy conservation measures, green building technology, low-maintenance plantings, and design which is sensitive to local environmental conditions can help reduce long-term costs (see also Conservation Element, Section A).



THE CITY OF SAN DIEGO General Plan

Recreation Element

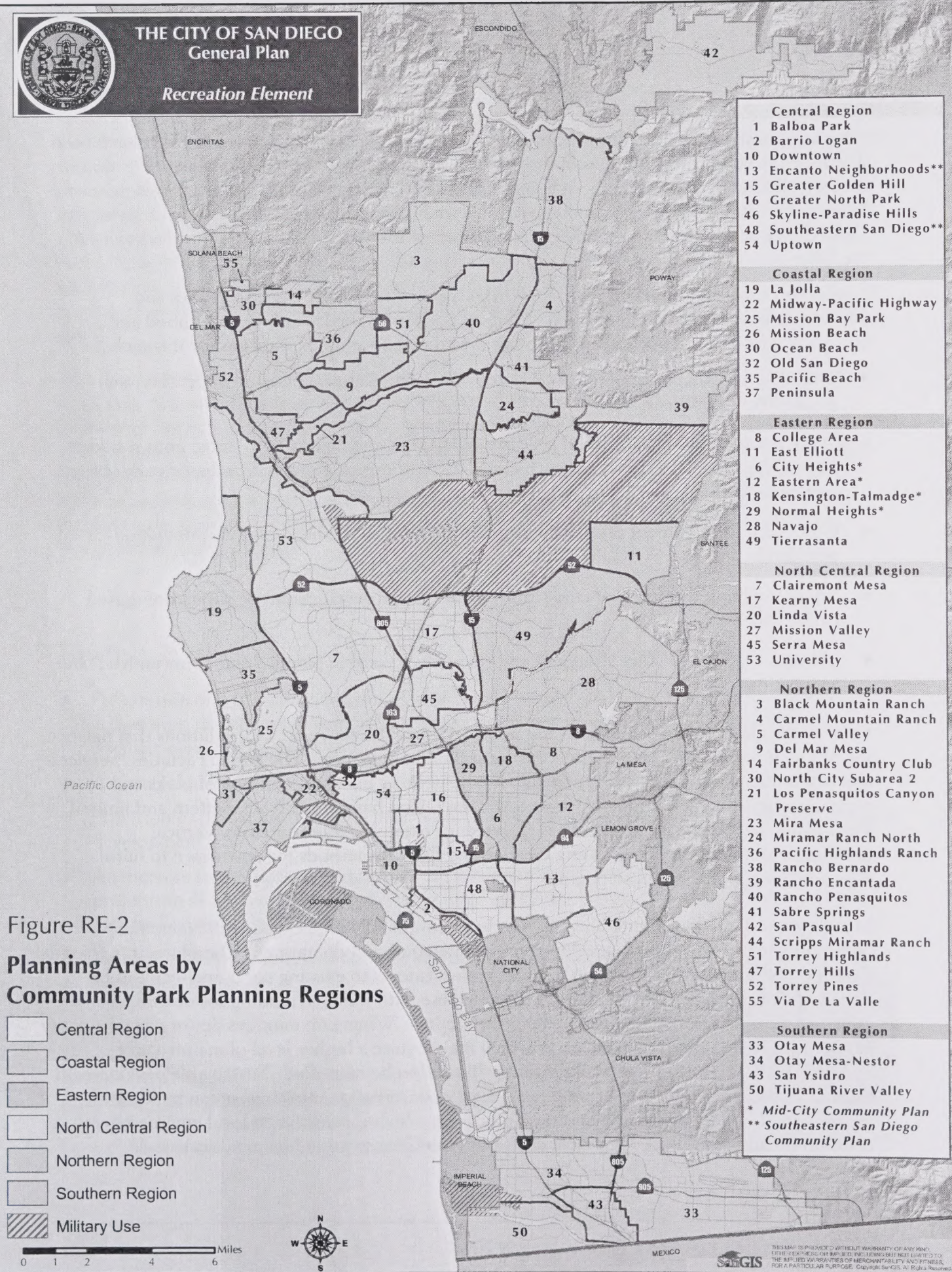


Table RE-1 Existing Park and Open Space Acres Within the City of San Diego

District	Population ¹	Population-Based Parks Gross	Population-Based Parks Net Useable	Resource-Based Parks	Open Space Lands	Other Park Lands ²	Total Parks and Open Space (gross acres) ⁴	Dedicated Parks	Designated Parks	Joint Use School Sites (Net Useable)	Other Public Agency Parks & Open Space ³
Central	313,559	314.0	250.3	1,126.5	446.7	0.0	1,887.2	1,272.3	150.1	11.1	32.6
Coastal	140,719	191.2	120.6	4,525.0	1,100.0	5,977.0	11,793.2	4,967.4	94.6	24.4	245.7
Eastern	253,843	899.6	381.2	0.0	7,118.8	0.0	8,018.4	1,225.0	6,093.3	96.9	0.0
North Central	208,099	450.0	306.9	476.8	1,993.6	0.0	2,920.4	492.9	250.4	48.1	1327.6
Northern	274,085	738.3	507.3	86.3	11,968.2	0.0	12,792.8	3,966.9	9,338.1	80.0	181.9
Southern	99,499	264.8	134.3	1.1	1,142.1	110.3	1,518.3	143.2	1,215.8	6.9	1,740.0
City Total	1,289,804	2,857.9	1,700.6	6,215.7	23,769.4	6,087.3	38,930.3	12,067.7	1,7142.3	267.4	3,527.8
Total acres per Thousand		2.22	1.32	4.82	18.43	4.72	30.18	9.36	13.29	.21	2.74

¹ SANDAG population estimate for 2004

² Includes cemeteries (Mount Hope Cemetery) and stand alone facilities that are not within parks (Cemeteries can be protected as dedicated parkland per City Charter Section 55).

³ Includes the following:

Border Field State Park and Tijuana Estuary National Park - 2,531 ac.

Heritage County Park - 7.8 ac.

San Pasqual Battle Field State Historic Park - 1.9 ac.

Torrey Pines State Reserve - 1,446.2 ac.

Old Town State Park - 29.0 ac.

Tijuana River Regional Park - 1,740.7 ac.

Cabrillo National Monument - 160 ac.

Port of San Diego - 81.5 ac.

Torrey Pines State Beach - 61.36 ac.

⁴ Total Parks and Open Space (gross acres) includes population-based parks, open space lands, and other park lands.



Recreation Element

There are many recreation facilities within the City that, while not under the control of the City of San Diego, provide a wide variety of recreation opportunities for the public that assist in meeting their recreation needs. These facilities come in many forms, from government-owned and operated parks to commercial endeavors, such as fitness clubs. Each serves to increase recreation opportunities, if only for a specified time. Of significant benefit to the public are those facilities that are owned, operated, and maintained by other governmental agencies and not-for-profit entities. These facilities tend to represent long-term investments in recreation and are designed to be accessible to the widest range of the public. Some examples of these are the Cabrillo National Monument, Torrey Pines State Park, the Salvation Army Corps Ray and Joan Kroc Community Center, YMCAs and Jewish Community Centers.

An ideal balance of recreational opportunities throughout the City is best achieved by considering a number of factors, such as numerical criteria for park acres and facilities, economic feasibility, community needs and desires, topographic conditions, changing demographics, and evolving trends in recreation. Park acreage, physical facilities, accessibility, service radius, supervision, and leadership should all be included in the total effort to achieve, as much as possible, the same level of service and opportunity or need fulfillment in each community citywide.

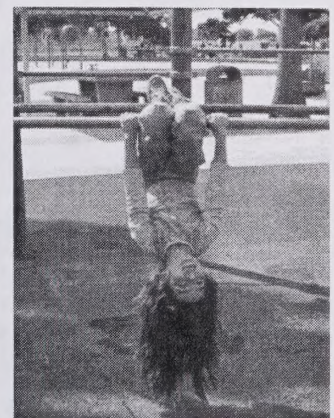
Neighborhood and community park facilities should take a variety of forms in response to the specific needs and desires of the residents involved. Neighborhood parks should be oriented toward achieving maximum neighborhood involvement in terms of interest, participation, and support. They should be an important element in creating neighborhood identity. Community parks should supplement those activities in the neighborhood parks and provide for a greater variety of facilities and active programmed uses.

Table RE-2, Parks Guidelines, and Table RE-3, Recreation Facilities Guidelines, provide the minimum standards and strategies for development of population-based park and recreation facilities. The purpose of the tables is two-fold: first, to provide a means of measuring the degree to which park and recreation facilities are developed; and second, to equitably provide facilities throughout the City. The guidelines are basic tools for guiding and evaluating the

Mission Bay Park

Mission Bay Park was developed from the 1940s through the 1960s using a tidal marsh that Juan Rodriguez Cabrillo named "False Bay" in 1542. In 1944, a Chamber of Commerce committee recommended development of Mission Bay into a tourist and recreation center to help diversify the City's economy. In the late 1940s, dredging and filling operations began converting the marsh into the jewel that is today, Mission Bay Park. Twenty-five million cubic yards of sand and silt were dredged to create the landforms of the park, which now is almost entirely man-made.

Mission Bay Park comprises 27 miles of shoreline. Swimmers, boating enthusiasts, and sun lovers are drawn to Mission Bay's beaches and water activities. The park offers a wide variety of recreation facilities and activities including boat docks and launching facilities, sailboat and motor rentals, 14 miles of biking and walking paths, basketball courts, and play areas for children. It's one of San Diego's most visited parks.





adequacy of service to a given area and to the City as a whole. Their application should allow for flexibility as opportunities arise or the needs and desires of the residents change.

While the City's primary goal is to obtain land for park and recreation facilities, alternative methods of providing recreation facilities need to be available to achieve citywide equity where constraints may make meeting guidelines infeasible, or to satisfy community specific needs and demands where applying flexibility is beneficial. Table RE-4, Eligible Population-Based Park Equivalencies, describes guidelines for these alternative methods, or equivalencies.

The use of "equivalencies" is intended to be a part of a realistic strategy for the equitable provision of park and recreational facilities, with built-in safeguards designed to protect the public interest. It is through the proposed development of a citywide Parks Master Plan that "equivalencies" will be addressed on a community-by-community basis. Alternatively, criteria for park and recreation opportunities can be analyzed and established during a community plan update or amendment, or community-specific parks master plan.



Mission Bay Park

Table RE-2 Parks Guidelines¹

Category	Park Type	Guidelines	Typical Components ²
Open Space	Open Space and Resource-Based		
	Open Space	- City-owned land, canyons, mesas, and other natural landforms, exclusive of shorelines - Serves single or multiple community plan area(s) population(s) - Provides habitat protection	Trails, staging areas, outlooks, viewpoints, picnic areas
Resource-Based	Regional Parks	- Serves regional resident and/or visitor population - Developed amenities should not impair the distinctive features or resources - Provides habitat and resource protection - Development for recreation use is typically controlled by a master plan	- Located at the site of distinctive scenic, natural, historical or cultural features - Resource-based Parks such as Balboa Park, Mission Bay Park, and Sunset Cliffs Natural park - Regional Parks such as Mission Bay and Otay Valley
	Shoreline Parks and Beaches	- Serves regional resident and/or visitor population - Developed amenities should not impair the distinctive features or resources - Provides habitat and resource protection - Development for recreation use is NOT typically controlled by a master plan	- Could include facilities found in Community Parks - Comfort stations with shower or changing rooms - Lifeguard facilities
Population-Based Park	Community Parks – Qualify to meet 2.8 ac/1000 population minimum standard		
	Major Park	20 acres minimum; approximately 30 acres typical - Serves single or multiple community plan area(s) population(s) - Parking provided	- Specialized facilities that serve larger populations - Passive and active recreation facilities - Facilities found in Community Parks - Could include facilities found in Special Activity Parks - Community cultural facilities - Also called "Great Parks" or "Grand Parks"
	Community Park	13 acre minimum (consistent with program and facilities on-site) - Serves population of 25,000 - Typically serves one community plan area but depending on location, may serve multiple community planning areas - Parking provided	- Passive and active recreation facilities - Facilities found in Neighborhood Parks - Could include facilities found in Special Activity Parks - Community cultural facilities - Recreation centers - Aquatic complexes - Multi-purpose sports fields

Table RE-2 Parks Guidelines (continued)

Category	Park Type	Guidelines	Typical Components ²
Population-Based Park	Neighborhood Parks – Qualify to meet 2.8 ac/1000 population minimum standard		
	Neighborhood Park	• 3 acres – 13 acres • Serves population of 5,000 within approximately 1 mile • Accessible primarily by bicycling and walking • Minimal parking as necessary, only if 5 acres or more	• Picnic areas, children's play areas, multi-purpose courts, multi-purpose turf areas, comfort stations, walkways and landscaping • Also called "Greens" in urban settings
	Mini Park	• 1 acre – 3 acres • Serves population within ½ mile • Accessible by bicycling and walking • No on-site parking, except for disabled access • May require funding source for extraordinary maintenance	• Picnic areas, children's play areas, small multi-purpose courts, multi-purpose turf areas, walkways and landscaping • Also called "Squares" in urban settings
	Pocket Park or Plaza	• Less than 1 acre • Serves population within ¼ mile • Accessible by bicycling and walking • No on-site parking, except for disabled access • May require funding source for extraordinary maintenance	• Primarily hardscape • Picnic areas, children's play areas, walkways and landscaping • Multi-purpose courts • Multi-purpose turf areas
	Special Activity Parks		
	Special Activity Park	• Serves one or multiple communities • Size varies by activity and population served • Need determined case by case	• Skateboard park • Off-leash dog park • Other unique uses

¹ Guidelines to be refined and components to be analyzed for minimum requirements during Parks Master Plan preparation.

² Components listed are not all-inclusive in every park.

Table RE-3 Recreation Facilities Guidelines¹

Category	Facility Type	Guidelines	Typical Components ²
Population-Based Facility	Recreation Facilities		
	Recreation Center (Building)	- Serves population of 25,000 or within ± 3 miles, whichever is less - Minimum 17,000 square feet per recreation center or 25,000 population - Serves one community plan area or a portion of one community plan area population - Parking provided for population served	- May be a stand-alone facility or located within a community park - Elements may include gymnasium, indoor courts, multi-purpose rooms, kitchen, and other community-serving facilities
	Aquatics Complex	- Serves population of 50,000 or within ± 6 miles - Serves single or multiple community plan areas(s) population(s) - Minimum standard 25 meters by 25 yards swimming pool - Parking provided for population served	- May be a stand-alone facility or located within a Community Park, Major Park, or Resource based Park - Elements may include pools for specialized uses (children's pools, therapeutic pools) - Aquatic support facilities (locker rooms and showers)
	Activity Facilities	- Population served and service radius varies by activity - Serves single or multiple community plan area(s) population(s) - Size varies by activity and population served	- Sports Complex - Tennis Complex - Skating Rink - Soccer/roller hockey arena - Senior, teen and pre-teen centers - Often require operating agreements for certain services - May be a stand-alone facility, located within a Community Park, or combined with a Recreation Center - May include on-site parking

¹ Guidelines to be refined and components to be analyzed for minimum requirements during Parks Master Plan preparation.

² Components listed are not all-inclusive in every park.

Table RE-4 Eligible Population-Based Park Equivalencies

Category	Facility Type	Guidelines for Equivalencies Credit	Typical Components and examples
Equivalencies	All (as shown below)	The following guidelines apply to all categories: • Determined case by case by evaluation of use and function • Easily accessed by the public • Consistent with the General Plan, Parks Master Plan, individual park master plans, applicable community plans and other applicable land use plans • Includes typical population-based park components and facilities as appropriate	• Picnic areas • Children's play areas • Multi-purpose turf areas • Multi-purpose courts • Sports fields • Comfort Station • Security Lighting • Walkways • Landscaping • Parking
	Joint Use Facility	• Requires an executed long-term joint-use agreement • Property owner could be City or partner agency/entity (school districts, other public agencies, not-for-profit private entities)	• Children's play areas • Multi-purpose turf areas • Multi-purpose courts • Sports Field • Parking
	Trail	• Could include portions of, and areas adjacent to, greenways or linear parks • Consistent with the Trails Master Plan • Provides linkage between parks, or parks and open space	• Scenic overlooks or viewpoints • Staging Areas
	Portion of Resource-Based Park	• Consistent with applicable Resource-Based park master plans (e.g. Balboa Park Master Plan, Mission Bay Park Master Plan) and community plans • Typically contiguous to the community it serves	• Community and Neighborhood Park components (Table RE-2) • Recreation Facilities components (Table RE-3)
	Privately-owned Park Site	• Requires agreements, public use easements, and/or other applicable legal instruments that remain in effect in perpetuity	• Sites within residential, commercial/industrial, or mixed-use developments
	Non-Traditional Park Sites	• Includes atypical sites such as rooftops, interior space of non-park buildings, and portions of other publicly-owned property	• Rooftop or indoor basketball or tennis court • Green streets or linear street parks
	Facility or Building Expansion or Upgrade	• Includes physical improvements that expand or increase the intensity of use or range of users available at an existing City owned or controlled park or recreation facility	• Expansion or upgrades to children's play areas or multi-purpose courts • Building additions • Aquatics complex additions • Specialty-use room improvements (dance, weight/fitness, arts & crafts, commercial-grade kitchen)



Policies

Park Planning

- RE-A.1. Develop a citywide Parks Master Plan through a public process.
- Develop implementation strategies to meet urban park and recreational needs and ensure equitable access to recreational resources.
 - Include policies that further refine the intent of the Recreation Element.
 - Identify community-specific recreation needs and preferences through a comprehensive conditions/needs assessment.
 - Identify neighborhood and community preferences for equivalencies through a public input process.
 - Develop criteria for the use of "equivalencies" (see also RE-A.9).
 - Identify opportunities for recreation equivalencies in communities where compliance with Park and Recreation Guidelines are not feasible or where specific community needs are not satisfied.
 - Develop criteria to evaluate the acceptability of private recreation facilities in satisfying population-based park guidelines and amount of credit to be given (see also RE-A.10).
 - Include measurements of recreation performance based on Table RE-1, Existing Park and Open Space Acres Within the City of San Diego.
 - Promote the preservation and management of the City's canyons as a part of the Parks Master Plan. Acknowledge the many environmental and recreational benefits they provide.
 - Incorporate by reference adopted resource-based and open space parks master plans and precise plans into the Parks Master Plan, such as Mission Bay Park and Balboa Park Master Plans, Central Mesa Precise Plan, Mission Trails Regional Park Master Plan, and river park master plans.
- RE-A.2. Use community plan updates to further refine citywide park and recreation land use policies consistent with the Parks Master Plan.
- In the absence of a Parks Master Plan, utilize community plans to guide park and recreation facilities acquisition and development citywide.
 - Coordinate public facilities financing plans with community plan and the Parks Master Plan recommendations to properly fund needed park and recreation facilities throughout the City.



- c. Identify the location of population-based parks when updating community plans so they are accessible and centrally located to most users, unless a community benefit can be derived by taking advantage of unique opportunities, such as adjacency to open space, park linkages, desirable views, etc.
- RE-A.3. Take advantage of recreational opportunities presented by the natural environment, in particular beach/ocean access and open space.
- RE-A.4. Consider existing, long-term recreation facilities provided by not-for-profit organizations when establishing priorities for new facilities.
- RE-A.5. Improve distribution of the most specialized recreation facilities, such as water play areas, swimming pools, off-leash dog areas, and skate parks.
- RE-A.6. Pursue opportunities to develop population-based parks.
 - a. Identify underutilized City lands with potential for use as mini-parks, pocket parks, plazas and community gardens.
 - b. Encourage community participation in development and maintenance of City-owned mini-parks, pocket parks, plazas, and community gardens.
 - c. Pursue acquisition of lands, as they become available, that may be developed as mini-parks, pocket parks or plazas.
- RE-A.7. Establish a policy for park design and development which encourages the use of sustainable methods and techniques to address water and energy conservation, green buildings, low maintenance plantings and local environmental conditions, such as soil and climate (see also Conservation Element, Section A).

Park Standards

- RE-A.8. Provide population-based parks at a minimum ratio of 2.8 useable acres per 1,000 residents (see also Table RE-2, Parks Guidelines).
 - a. All park types within the Population-based Park Category could satisfy population-based park requirements (see also Table RE-2, Parks Guidelines).
 - b. The allowable amount of useable acres exceeding two percent grade at any given park site would be determined on a case-by-case basis by the City.
 - c. Include military family housing populations when calculating population-based park requirements.
- RE-A.9. Where development of population-based park acreage for recreational purposes is infeasible due to land constraints, consider the use of park and recreation "equivalencies" that have been identified through a Parks Master Plan, or community plan update/amendment process.



Recreation Element

- a. Use the proposed Parks Master Plan to develop the criteria and details of how the credits/calculations for "equivalencies" would be implemented and tracked on a project and community basis (see also RE-A.1).
 - i. Continue the ongoing practice of developing joint use facilities utilizing a public input process; joint use facilities may be developed prior to the adoption of the Parks Master Plan.
- b. Clearly demonstrate and document the acceptability of any proposed "equivalencies" through findings made and approved by the City, which state how required park acreage, recreation facilities and/or infrastructure standards are being met; and that the equivalency is consistent with the applicable community plan and park master plans.
- c. Document the use of equivalencies acreage and amenities which meet population-based park needs in the population-based park inventory database to ensure accurate accounting among communities.
- d. Through the community plan, public facilities financing plan update/amendment or Parks Master Plan processes, evaluate whether specific portions of resource-based parks and open space satisfy population-based park acreage requirements. If sites are identified that provide, or could provide typical population-based park amenities, then identify the associated costs and financing mechanisms for the proposed amenities and include them in the appropriate public facilities financing plans, and amend park master plans accordingly.
- e. Use the 2006 Downtown Community Plan, and a specific City Council-approved Downtown parks master plan, or subsequent community plan update or amendment, to determine appropriate downtown population-based park and recreation facility equivalencies that consider, but are not limited to the following: partnerships with publicly accessible private recreation facilities, nonprofit and educational entities; rooftop recreation facilities; green streets and linear street parks; use of portions of resource-based parks (e.g., Balboa Park); and other similar creative ways to meet the City's goals, policies and standards. This would constitute the compliance mechanism for the application of park equivalencies in the Downtown Community Planning Area.

RE-A.10. Encourage private development to include recreation facilities, such as children's play areas, rooftop parks and courts, useable public plazas, and mini-parks to supplement population-based parks. (see also Urban Design Policies, UD-B.8 and UD-C.5)

- a. Consider partial credit for the provision of private recreation facilities when it is clearly identified that the facilities and programs provide a public benefit and are intended to help implement the population-based park guidelines and are bound by easements and agreements that remain in effect in perpetuity according to adopted policies (see also RE-A.1.g).

*Equity*

- RE-A.11. Develop a diverse range of recreation programs that are sensitive to and consider community needs, interests, and financial resources.
- RE-A.12. Ensure that appropriate quality and quantity of parks, recreation facilities and infrastructure is provided citywide.
- RE-A.13. Designate as a priority, in economically disadvantaged and underserved neighborhoods, the identification of funding sources for acquisition and development of park and recreation facilities.
- RE-A.14. Designate as a priority, in economically disadvantaged and underserved neighborhoods, the development of population-based parks and recreation facilities for local youth activities.

Implementation

- RE-A.15. Ensure that adequate funding is identified in public facilities financing plans for the acquisition and development of sufficient land necessary to achieve a minimum ratio of 2.8 useable acres per 1,000 residents or appropriate equivalencies, including any unmet existing/future needs.
- RE-A.16. Adopt an ordinance which authorizes implementation of the state Subdivision Map Act/Quimby Act and provides a methodology for collecting land and/or appropriate park fees from new subdivisions for population-based parks and recreation facilities to serve future residents.
- RE-A.17. Ensure that all development impact fees and assessments collected for the acquisition and development of population-based parks and recreation facilities be used for appropriate purposes in a timely manner.
- RE-A.18. Pursue joint use agreements for recreational facilities on other public agency-owned land to help implement the population-based park acreage requirements if they meet the criteria for equivalencies (see also Table RE-4, Eligible Population-Based Park Equivalencies).



B. Recreational Opportunities

Goals

- ◆ A City with park and recreation facilities and services that are designed to accommodate the needs of a growing and diverse population and respect the City's natural landforms.
- ◆ A regional and citywide parks/open space system, including the bays, beaches, rivers, and other attractions, that gives our region identity, attracts tourism, and enriches the quality of life for residents and visitors.
- ◆ A City with a diverse range of active and passive recreational opportunities that meet the needs of each neighborhood/community and reinforce the City's natural beauty and resources.

Discussion

San Diego's mild climate, diverse topography, and unique location that spans from the mountains to the coast, physically define the City and afford it exceptional recreational opportunities. San Diego is fortunate to have a temperate climate that makes comfortable year-round outdoor recreation possible. Its hillsides, canyons, mesas, and floodplains help shape the City's urban form and provide numerous and varied recreational opportunities. The City's beaches, bays, and estuaries provide active and passive recreational opportunities. San Diego is also defined by its diverse neighborhoods and communities. These neighborhoods and communities are reflective of the wide array of cultures, income levels, ethnicities, physical abilities, and household types that represent the City and influence its recreation choices.

Recreation and leisure-time activities are defined by the user, and include active and passive pursuits. While some residents and visitors may participate in active recreation such as organized or programmed sports, others may choose passive activities such as reading under a shade tree, strolling through a garden, or observing nature. Individual recreation choices are based on a number of factors including location, age, family composition, schedule, physical ability, and culture.

The City's park and recreation system offers a broad range of opportunities for recreation and leisurely pursuits. It is a network of park lands, open space, recreation facilities, programs, and staff services designed to meet the specialized needs of individual neighborhoods and communities while respecting the natural resources and landforms. The City provides sports fields, swimming pools, tennis courts, parks, beaches, picnic areas, skate parks, dog off-leash parks, hiking/biking and equestrian trails, and areas of scenic beauty for public use, as well as a variety of programs for youth, adults, and seniors.



The City of San Diego's definitions for 'park' and 'open space' vary according to the context in which the terms are used (see Table RE-5, Types of Park and Open Space in the City of San Diego). For purposes of this document, General Plan-designated open space and parks are those areas of the City that are identified in adopted land use plans as open space or parks. As such, these areas include population and resource-based parks, open space with natural or cultural value (including Multiple Habitat Planning Area [MHPA] lands), and areas identified in land use plans that may not contain natural or cultural characteristics, but instead function to provide a land use buffer, visual relief, or similar purpose (see Figure RE-1, Community Plan Designated Open Space and Parks Map, and also Conservation Element, Figure CE-2, Multi-Habitat Planning Area).



Skate Park



Crystal Pier, Pacific Beach

Policies

- RE-B.1. Provide access to a diversity of recreation facilities and programs that meet the demographically changing needs of the community while ensuring no net-loss of overall citywide population-based park acreage.
- RE-B.2. Sustain partnerships with communities in the planning, site selection, design, and construction of park and recreation facilities to ensure resident, neighborhood and area needs are satisfied.
- RE-B.3. Include recreation needs in community plans, consistent with a Parks Master Plan, to ensure that facilities and programs reflect community preferences, including the growing demand for senior activities.
- RE-B.4. In planning, with respect to existing parks, give consideration to preserving the existing uses.

Table RE-5 Types of Park and Open Space in the City of San Diego

Type of Policy Document/Process	Type of Park/Open Space	Definition/Description	Attributes/Examples
General Plan & Community Land Use Plans	General . Plan/Community Plan Designated Parks and Open Space	Land identified in adopted land use plan for use as either population or resource-based parks or open space	- Publicly or privately-owned - Satisfies park and open space objectives of a land use plan - May be modified by City Council through a land use plan amendment - Includes Multiple Habitat Preservation Area lands within Multiple Species Conservation Program - May also include resources to protect public good (e.g., aesthetics, flood plains, historic) - Designated "Open Space" and "Park" lands that are controlled or held by private owners, quasi-public agencies or various City departments EXAMPLES: City Water Dept. reservoir lands, MSCP (Cornerstone Lands), Metro Wastewater Dept. lands around facilities, Del Mar Mesa Specific Plan Open Space, etc.
Council Policy (700-17)	City Council Designated Park Land and Open Space	Land set aside by City resolution for park and recreation purposes	- Implements City Charter Section 55 - City fee-owned and managed by Park & Recreation Dept. - May be used for any public purpose deemed necessary by the City Council - Includes population-based, resource-based and open space park lands - Reviewed periodically for consideration as dedicated parkland - May be designated through subdivision process EXAMPLES: Mission Trails Regional Park and Los Peñasquitos Canyon Preserve (portions not formally dedicated), Normal Heights Community Park, Lakeview Neighborhood Park, Canyon Hills Park, etc.
Council Policy (700-17) continued	City Council Dedicated Park Land and Open Space	Land dedicated by City ordinance or state legislature for park and recreation purposes only	- Implements City Charter Section 55 - City fee-owned, or publicly-held, and managed by Park & Recreation Dept. - Protects parks and open space from any uses other than for park, recreation, and cemetery purposes - Includes population-based, resource-based and open space park lands - Two-thirds voter approval required to remove dedication - Proposed dedications require recommendation by Park and Recreation Board prior to City Council action EXAMPLES: Mission Trails Regional Park and Los Peñasquitos Canyon Preserve (portions formally dedicated), Mt. Hope Cemetery, Mission Bay Park, Balboa Park, Doyle Community Park, Gompers Neighborhood Park, etc.
Development Review Process/Exactions	Development Designated/ Dedicated Park Land and Open Space	Land designated/dedicated through the subdivision or development permit process as park or open space	- Excludes open space required by Land Development Code - Privately-owned and managed - Land encumbered by open space easement in favor of the City that restricts future development - City Council action required to remove restrictions - May also have a park or open space designation in community plan - Land set aside as required population-based park or open space to be deeded to City and subsequently designated/dedicated by City Council - Mitigation land for habitat/species impacts (private owner may retain ownership) EXAMPLES: Montana Mirador, Pacific Highlands Ranch Open Space/Wildlife Crossing, Torrey Surf, etc.



C. Preservation

Goals

- ◆ Preserve, protect and enhance the integrity and quality of existing parks, open space, and recreation programs citywide.
- ◆ Preserve, protect and enrich natural, cultural, and historic resources that serve as recreation facilities.

Discussion

San Diegans place a high value on the availability of park and recreation opportunities, and increasingly recognize their importance as a requisite companion to urban living as population densities increase. As San Diego continues to grow, so will the demand for parks and recreation opportunities. Since undeveloped land in the City is diminishing, it is increasingly difficult to provide new parks, thus putting increased pressure on existing parks. This will be especially evident in the older, well-established urban communities. Thus, existing parks must be protected from degradation caused by overuse. Preservation and enhancement of existing population-based parks, recreation programs, and open space (including canyons) is essential and will require careful balancing of community and park infrastructure needs.

Key to the preservation and enhancement of open space and parkland is the use of the City's resource-based parks which are home to many of the City's cultural and natural resources. Cultural resources are man-made physical features associated with human activity. In addition to their historic value, cultural resources often function as recreation facilities. The Old Mission Dam (Padre Dam) in Mission Trails Regional Park, and the Presidio and Fort Stockton in Presidio Park are examples of cultural resources that provide recreational value. Natural resources are the naturally occurring environmental attributes of the region. They include the beaches, canyons, mesas, rivers, floodplains, and associated plants and animals. These resources, like cultural resources, provide varying opportunities for recreation. Cultural and natural resources should be protected and preserved as reminders of man's historic presence, the regions' natural history, and to provide maximum educational, recreational, and aesthetic benefit for the citizens of, and visitors to San Diego.



California Tower, Balboa Park



Policies

- RE-C.1. Protect existing parklands and open space from unauthorized encroachment by adjacent development through appropriate enforcement measures.
- RE-C.2. Protect, manage and enhance population- and resource-based parks and open space lands through appropriate means which include sensitive planning, park and open space dedications, and physical protective devices.
- RE-C.3. Identify and secure funding sources necessary for protecting, preserving, and maintaining population- and resource-based parks and open space.
- RE-C.4. Preserve all beaches for public-only purposes, including the protection of sensitive habitat and species.
- RE-C.5. Design parks to preserve, enhance, and incorporate items of natural, cultural, or historic importance.
- RE-C.6. Protect parks from commercialization and privatization if at the expense of public recreational use and benefit.
- RE-C.7. Protect beaches and canyons from uncontrolled urban run off.
- RE-C.8. Develop programs to educate the public on the variety, importance, and recreational uses of the City's natural and cultural resources that are located in City parks and open space lands.
- RE-C.9. Determine strategies that accommodate both land for residential, commercial, and industrial use with the needs for parkland and open space uses.

History of Balboa Park

On May 26, 1868, when San Diego consisted of only 2,301 residents and 915 houses, a 1,400-acre tract of nine city pueblo lots was set aside as "City Park." Twenty-four years later, in 1892, Kate O. Sessions asked City officials to lease 30 acres of "City Park" for a nursery, and in return, she would plant 100 trees per year throughout the park. In 1902, the Park Improvement Committee employed landscape architect Samuel Parsons, to develop a comprehensive plan for the park. By 1910 the parkland began to look much as it does today. In that same year a contest was held to rename the park. Balboa, in honor of Spanish explorer Vasco Nuñez de Balboa, the first European to see the Pacific Ocean, was selected, in part, because the park also offered wide views of the Pacific Ocean.

Balboa Park owes much of its development to two world fairs, the Panama-California Exposition of 1915-16, and the California Pacific International Exposition of 1935-36. The design of the 1915 Panama-California Exposition reflected Spanish Colonial Architecture. The Cabrillo Bridge, most of the Cultural Center buildings along El Prado, and the Spreckels Organ Pavilion were built for the Exposition, under the supervision of architect, Bertrum Goodhue. The development of the Southern Palisades grew out of the California Pacific International Exposition and was designed to represent a complete history of the Southwest, from prehistoric times to the modern era, under the direction of Richard Requa, Director of Architecture and Landscaping. Many of the buildings were designed to be reminders of Indian Pueblo or Mayan building design.

Today, Balboa Park is comprised of more than 1,100 gross acres and 820 useable acres. It includes fifteen museums, various gardens, arts and international cultural associations, recreation areas, and the San Diego Zoo. This urban park at the edge of downtown is renowned for its brilliant displays of seasonal flowers, shady groves of trees, and meandering paths through rolling lawns. It offers something historical, horticultural, educational, and recreational for everyone. Approximately 14 million visitors come to the park each year.



D. Accessibility

Goals

- ◆ A park and recreation system that provides an equitable distribution of park and recreation facilities that are designed to accommodate the needs of a diverse population.
- ◆ Park and recreation facilities that are sited to optimize access by foot, bicycle, public transit, automobile, and alternative modes of travel.
- ◆ Provision of an inter-connected park and open space system that is integrated into and accessible to the community.
- ◆ Recreational facilities that are available for programmed and non-programmed uses.

Discussion

Park and recreation facilities enhance the quality of life for all San Diegans. These facilities should be integrated into the urban fabric so they become a convenient and easily accessible part of the daily life of San Diegans. San Diego's recreation system is comprised of a large number of facility types and programs dispersed throughout the City. However, due to City development patterns through the years, parks and recreation facilities are not equitably distributed citywide.



Balboa Park

Recreation access has three main components: linkage, opportunity, and availability. Regarding recreation linkages, ideally, all facilities should be located within walking distance of residential neighborhoods and employment centers. However, given the wide variety of recreation facility types, their use characteristics, and associated costs, it is not always feasible to locate every type of recreation facility in every community. Therefore, regional recreation facilities should be placed equitably throughout the City.

Recreation opportunity addresses the need for facilities to be accessible to the broadest population possible. This means facilities should be optimally located and designed to address people with special needs. They should be located along transit routes that provide access for the disabled, elderly, teens, and the economically disadvantaged. They should be designed as open facilities that can be easily navigated by seniors and persons with disabilities. Outdoor recreational opportunities should also be available to the diverse population within the City's open space and resource-based parks. This can be accomplished through development of accessible overlooks and trails, where feasible, and interpretive and directional signs (see also



RE-F.7). The Mobility and Conservation Elements provide additional recommendations regarding access (see also Mobility Element, Policies ME-A.6.b and CE-B.5).

Recreation availability addresses the need for facilities to be open for use by the general public. Many recreation facilities set aside time for exclusive use by programmed activities, such as sport leagues, clubs, or other private groups. These programmed activities fulfill recreational needs of the community. However, a balance between programmed and non-programmed use of recreation facilities must be achieved to make facilities available to the greatest number and variety of users.

Policies

- RE-D.1. Provide new and upgraded park and recreation facilities that employ barrier-free design principles that make them accessible to San Diegans regardless of age or physical ability, giving priority to economically disadvantaged communities.
- RE-D.2. Provide barrier-free trails and outdoor experiences and opportunities for persons with disabilities where feasible.
- RE-D.3. Provide recreation programs and services specifically designed to meet the needs of children, the increasing elderly population, persons with disabilities and the underserved teenage population.
- RE-D.4. Equitably distribute regional special activity recreation facilities that are not feasibly located in most community parks based on broader service areas (see also Table RE-3, Recreation Facilities Guidelines).
- RE-D.5. Work with regional agencies to improve public transit to park and recreation facilities.
- RE-D.6. Provide safe and convenient linkages to, and within, park and recreation facilities and open space areas.
 - a. Provide pedestrian and bicycle paths between recreation facilities and residential development.
 - b. Designate pedestrian and bicycle corridors, and equestrian corridors where appropriate, that link residential neighborhoods with park and recreation facilities, trails, and open spaces.
 - c. Improve public access through development of, and improvements to, multi-use trails within urban canyons and other open space areas.
 - d. Coordinate efforts with the City's Pedestrian Master Plan and Trails Master Plan and the County's trail system to provide safe and convenient linkages between areas (see also Mobility Element, Section A).



- RE-D.7. Provide public access to open space for recreational purposes.
- Provide public access into Multiple Species Conservation Program (MSCP) open space for only those recreational purposes deemed compatible with the preservation goals of the MSCP Subarea Plan.
 - Provide public access at locations consistent with the goals and policies of the Conservation Element.
 - Provide new, and preserve and enhance existing public beach access, where appropriate.
- RE-D.8. Balance the scheduling of programmed and non-programmed use of parks and recreation facilities to provide access to a diversity of users.
- RE-D.9. Maximize natural sunlight and shade opportunities in park areas to provide relief and a range of recreational experiences throughout the year for all users.

E. Joint Use and Cooperative Partnerships

Goals

- ◆ Achievement of greater public benefit through shared use of recreational resources.
- ◆ An increase in recreational activities and programs through multi-agency coordination of interagency public lands, facilities and infrastructure uses.
- ◆ Joint use and lease agreements that contribute to the recreational and physical education needs of the community.

Discussion

Creative methods for cost-effective and efficient use of public lands are required if recreation facilities are to be improved, enhanced, and expanded to meet existing and future needs. San Diego's expanding urban development and its desire to acquire, protect and preserve parkland, recreation facilities, and open space have limited the availability of, and placed constraints on, developable lands. One creative means of providing additional lands and facilities for public recreation use is through joint use of public and not-for-profit facilities such as parks, swimming pools, and schools. Joint use facilities can include any land area or



Youth soccer at school athletic field, San Carlos



physical structure shared by one or more public or not-for-profit entities. An example of a joint use facility is a multi-purpose sports field at a secondary or middle school that is exclusively used for school purposes during school hours, but is available for public use when school is not in session. Joint use serves an increasingly important role in providing recreation space and facilities in the older, more densely populated urban communities.

San Diego has a well-established history of developing successful joint use recreation facilities. The City of San Diego entered into its first joint use agreement in September 1948 with the San Diego Unified School District. The City is now a party to approximately 100 similar agreements between it and the San Diego Unified, Solana Beach, Del Mar Union, Poway Unified, and San Ysidro School Districts. These agreements have accommodated the need for recreational space by designating school sites for community recreational use during non-school hours. The agreements have resulted in shared use of multi-purpose courts, turf playfields, lighted and unlighted multi-purpose sports fields, children's play areas and parking lots in communities throughout the City. However, occasionally, planned joint use of school athletic fields in new urbanizing communities has not materialized. Therefore, it will be a City priority to acquire all land to be jointly used with schools to ensure recreational use of the site in perpetuity and that population-based park guidelines are met.

In addition to the continued pursuit of joint use opportunities with school districts, there are opportunities for new cooperative partnerships with governmental agencies and other entities with land holdings. Underutilized public facilities, such as surplus land, remnant parcels, rights-of-way, paper streets, structures, rooftops, and underground facilities can provide recreation opportunities. Undeveloped rights-of-way provide opportunities for trails that link parks and recreation facilities. Unnecessary paper streets could be vacated and acquired for mini-park development. Surplus land and remnant parcels could be developed into population- and resource-based recreation facilities. Underutilized structures could provide space for recreation programs, underground facilities could possibly provide recreation space at ground level, and rooftops could potentially provide additional recreational opportunities. Once identified and developed, such cooperative partnerships could provide needed recreation facilities and services.

The City of San Diego has partnerships with community volunteers and manages an extensive volunteer program. Volunteers are active in almost all City departments, working in offices, recreation centers, and libraries, or at parks and beaches. In 2004, over 35,000 volunteers worked more than 1,100,000 hours assisting in City departments.

Policies

- RE-E.1. Engage in multi-purpose planning and inter-agency coordination to provide a variety of compatible recreational activities within a given location, especially where they cross jurisdictional boundaries.



- RE-E.2. Work with local school districts', colleges, and universities to expand development of on-campus joint use recreation facilities including multi-purpose courts, parking lots, and multi-purpose athletic fields.
- RE-E.3. Support local school district's efforts to expand elementary and secondary school sites that result in additional joint use opportunities while balancing the competing needs of recreation and housing.
- RE-E.4. Strive for mutually agreeable long-term, joint use agreements with other public agencies to assure recreation for existing residents and future generations.
- RE-E.5. Pursue acquisition or lease of surplus school property for park development.
- RE-E.6. Use of underutilized or unnecessary City rights-of-way to help meet recreational needs, where appropriate.
- a. Develop and maintain an inventory of underutilized or unnecessary rights-of-way, including underlying ownership.
 - b. Develop criteria to determine potential value of underutilized or unnecessary rights-of-way for recreational use, including bike, pedestrian, and equestrian linkages for trail access to parks and open space (and canyons), and as overlooks into open space or beaches.
- RE-E.7. Design public facilities, such as municipal water storage facilities, public parking structures and libraries, to incorporate recreational elements such as children's play areas, rooftop parks, courts and arenas, plazas, mini-parks, and community gardens.
- RE-E.8. Pursue partnerships and agreements with public agencies and not-for-profit entities to provide additional recreational space within the City such as parks, greenbelts, trail connections, parkways, bike paths, community gardens, and other recreation facilities. Potential partners for recreation land and facilities may include, but are not limited to:
- Metropolitan Transit System
 - San Diego Unified Port District
 - California Department of Transportation
 - U. S. Department of Defense
 - Other governmental agencies and jurisdictions
 - Utility and railroad companies
 - Redevelopment agencies
 - Not-for-profit youth and recreation entities
 - School districts



Recreation Element

- RE-E.9. Explore acquisition or utilization of government-owned surplus or remnant parcels for public park use.
- RE-E.10. Secure land for joint use recreational facilities to ensure its public use in perpetuity.
- Acquire land identified for school athletic program use, where the cost is beneficial and suitable for joint use.
 - Develop financing strategies for City acquisition of land for joint use facilities, where feasible.
 - Where acquisition of the joint use land is not feasible, provide other assurances (such as memoranda of understanding or park easements) that joint use materializes.
 - Negotiate and enter into joint use agreements with school districts to help implement population-based park recommendations.
- RE-E.11. Provide credit to subdividers for the joint use of land reserved for school athletic program use when secured in accordance with RE-E.10.
- Provide credit to a subdivider consistent with equivalency policies based on public availability, when a school provides for on-campus, neighborhood or community-serving recreational facilities for joint use purposes (see also RE-A.9).
 - School land secured for joint use purposes to satisfy population-based parks guidelines shall be contiguous with and at the same grade as an adjacent population-based park for optimum recreational use.
- RE-E.12. Encourage and support multi-level volunteerism to supplement and enhance public recreational programs, through provision of a wide range of programs that help meet community needs.



F. Open Space Lands and Resource-Based Parks

Goals

- ◆ An open space and resource-based park system that provides for the preservation and management of natural resources, enhancement of outdoor recreation opportunities, and protection of the public health and safety.
- ◆ Preservation of the natural terrain and drainage systems of San Diego's open space lands and resource-based parks.
- ◆ A system of pedestrian, bicycle, and equestrian paths linking communities, neighborhoods, parks, and the open space system.

Discussion

Open space may be defined as land or water areas generally free from development or developed with very low-intensity uses that respect the characteristics of the natural environment. Open space is generally non-urban in character and may have utility for: park and recreation purposes; conservation of land, water, or other natural resources; historic or scenic purposes; or support of the mission of military installations. Open space that may be designated for outdoor recreation includes, but is not limited to: areas of outstanding scenic, historic, and cultural value; areas particularly suited for park and recreation purposes, including access to passive recreation space adjacent to waterfronts, rivers and creeks; urban canyons; specified areas within the City's Multiple Species Conservation Program (MSCP); and areas that serve as links between major recreation uses and open space, such as utility easements, river corridors, and trails. The Conservation Element, Section B further defines and expands on policies for the preservation of open space.





The City of San Diego's definitions for 'open space' and 'park' vary according to the context in which the terms are used. Table RE-5, Types of Park and Open Space in the City of San Diego, identifies the three contexts in which open space and parks are used, defines them in that context, and lists the general attributes for each. For purposes of this document, designated parks and open space lands are those areas of the City that are identified in adopted land use plans and referred to as either general plan parks or general plan open space lands.

Resource-based parks are intended to preserve and make available to all residents and visitors those areas of outstanding scenic, natural, or cultural interest. Examples of resource-based parks are Presidio Park, Mission Bay Park, and Balboa Park. Although resource-based parks are not developed to address the specific needs of any one community, portions of them can, and do, function to fulfill the local neighborhood and community park needs of surrounding residents. River parks are a type of resource-based park, often involving coordination/cooperation between multiple jurisdictions, that are centered around regional water resources, that provide a strategic plan for the balanced protection of open space, wildlife, historic, agricultural, and archaeological resources and provision of recreational opportunities ranging from playing fields and picnic areas to hiking, biking, and horse trails. The City of San Diego, in association with other agencies and jurisdictions, currently has four river parks at various stages in the planning process: San Diego River Park, San Dieguito River Park, Otay Valley Regional Park, and Tijuana River Valley Regional Park.

Mission Trails Regional Park

Mission Trails Regional Park has been called the third jewel in the City of San Diego Park System (Balboa Park and Mission Bay Park are the first and second.) Started in 1974, Mission Trails Regional Park is one of the largest urban parks in the United States. Originally inhabited by the Kumeyaay Indians, it is the site of the Old Mission Dam, built to store water for the Mission San Diego de Alcalá. The park encompasses approximately 8,000 acres of rugged hills, valleys, and open areas which represent a San Diego prior to the landing of Explorer Juan Rodriguez Cabrillo in San Diego Bay in 1542.

Mission Trails Regional Park provides San Diego residents and visitors a way to explore the cultural, historical, and natural outdoor recreational aspects of San Diego. The park is operated and maintained by the City of San Diego in close partnership with the Mission Trails Regional Park Foundation. With more than 40 miles of trails, boating on Lake Murray, camping at Kumeyaay Lake, numerous informative bikes, and a state-of-the-art Visitor & Interpretive Center, Mission Trails Regional Park has something to offer everyone.

Policies

- RE-F.1. Protect and enhance park lands from adjacent incompatible uses and encroachments. (see also Urban Design Element, Policy UD-A.3.)
- RE-F.2. Provide for sensitive development of recreation uses within and adjacent to City-owned open space lands.
 - a. Include only those development features and amenities that do not encroach upon or harm the feature or resource that inspires the open space or resource-based park.
 - b. Design and maintain open space lands to preserve or enhance topographic and other natural site characteristics.



- c. Preserve designated public open space view corridors, such as views to the Pacific Ocean, other bodies of water, and significant topographic features.
- d. Preserve open space along lakes, rivers, and creek beds for passive public recreation uses that are consistent with MSCP preservation goals.
- e. Plant only native plant and non-invasive naturalized plant materials adjacent to open space lands.
- f. Plant only native plant materials in open space lands intended for natural resource protection.

RE-F.3. Acquire remaining private beaches within the City for public use.

RE-F.4. Balance passive recreation needs of trail use with environmental preservation.

RE-F.5. Utilize open space lands for outdoor recreation purposes, when doing so is compatible with cultural, historic preservation and MSCP conservation goals and surrounding land uses, including, but not limited to:

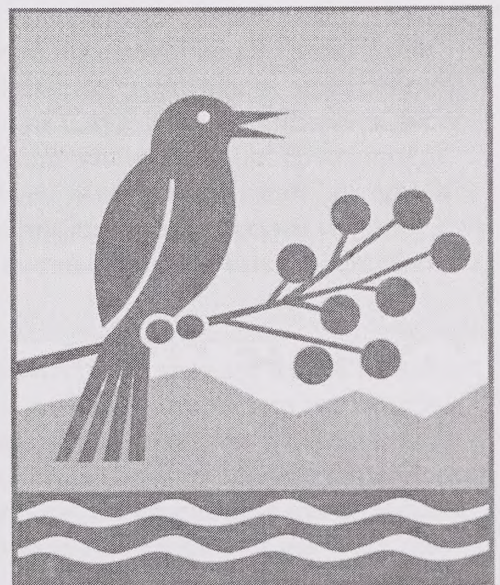
- Locations of outstanding scenic, historic, and cultural value;
- Corridors that link recreation facilities and open space areas such as utility easements, river and stream corridors, trails, and scenic highway corridors; and
- Sites particularly suited for park and recreation purposes, such as areas adjacent to and providing access to beaches, lakeshores, rivers, and streams.

RE-F.6. Encourage the planning and coordination of river parks to provide public recreational opportunities, protect natural resources, and enhance community character.

RE-F.7. Create or enhance open space multi-use trails to accommodate, where appropriate, pedestrians/hikers, bicyclists, and equestrians.

- a. Maintain a citywide Trails Master Plan to guide the provision of and enhancement of open space multi-purpose trails.
- b. Enhance public access to public open space by clearly identifying trailheads and trail alignments which are consistent with MSCP preservation goals.
- c. Locate canyon and other open space trails to take advantage of existing pathways and maintenance easements where possible and appropriate.

Conservation Element





Conservation Element

Purpose

To become an international model of sustainable development and conservation. To provide for the long-term conservation and sustainable management of the rich natural resources that help define the City's identity, contribute to its economy, and improve its quality of life.

Introduction

Conservation is the planned management, preservation, and wise utilization of natural resources and landscapes. The Conservation Element contains policies to guide the conservation of the resources that are fundamental components of San Diego's environment, that help define the City's identity, and that are relied upon for continued economic prosperity. San Diego's resources include, but are not limited to: water, land, air, biodiversity, minerals, natural materials, recyclables, topography, views, and energy. Over the long term, conservation is the most cost-effective strategy to ensure that there will be a reliable supply of the resources that are needed now and in the future.



Sustainable conservation practices help ensure that future generations will be able to use and enjoy these resources to achieve and maintain a healthy and diverse environment and economy. Sustainability is a global issue that extends beyond the realm of City planning. However, local land use planning and resource management affect the economic vitality, natural environment and societal support that contribute to a sustainable San Diego. Sustainable, "clean," or "green" industries include those that are using or developing new technologies or processes to make better use of resources, to reduce pollution, to allow for greater use of renewable resources, or to achieve other environmental benefits.

The City of Villages strategy to direct compact growth in limited areas that are served by transit is, in itself, a conservation strategy. Compact, transit-served growth is an efficient use of urban land that reduces the need to develop outlying areas and creates an urban form where transit, walking and bicycling are more realistic alternatives to automobile travel. Reducing dependence on automobiles reduces vehicle miles traveled, which, in turn, lowers greenhouse gas emissions. Additionally, it improves water quality by decreasing automobile-related oil and gas leaks that pollute water bodies throughout the City.



Climate Change

Climate change is a growing concern for cities around the world. The burning of fossil fuels, such as coal and gasoline, as well as deforestation and other human activities are changing the composition of the atmosphere, causing concentrations of greenhouse gases such as carbon dioxide, nitrous oxide, and methane to increase significantly. The National Research Council has documented that the global average temperature during the last few decades was warmer than any comparable period during the last 400 years. As higher levels of greenhouse gases are emitted and global temperatures increase, there will be changes in rainfall patterns, snow and ice cover, and sea level. This could have significant impacts on the San Diego region in terms of water and energy availability, and coastal flooding. Additionally, as the temperature rises, there are more human health affects from air pollution and heat stress.

State and local governments have taken a leadership role in addressing mitigation and adaptation strategies for a changing climate. Specifically, the California Global Warming Solutions Act of 2006, (Assembly Bill 32), declares that "global warming poses a serious threat to the economic well-being, public health, natural resources, and the environment of California" and requires that the state's global warming emissions be reduced to 1990 levels by the Year 2020. Assembly Bill 32 also directs the California Air Resources Board to develop regulations and establish a reporting and monitoring system to track global warming emissions levels.

The City of San Diego has taken steps to address climate change impacts at a local level. In 2002, the City Council adopted the San Diego Sustainable Community Program. This program established the partnership with the Cities for Climate Protection (CCP) Campaign, which is a program administered by the International Council for Local Environmental Initiatives (ICLEI). To date, more than 800 local governments worldwide participate in the campaign, including 30 cities and counties located in California. The campaign is based on a performance framework structured around five milestones that local governments commit to undertake. Local governments identify the source of greenhouse gas emissions, calculate the volume contributed from energy use, transportation, and waste management, and then develop an action plan to reduce those emissions. The Sustainable Community Program also established San Diego's Greenhouse Gas (GHG) reduction goal of 15 percent below 1990 levels by the year 2010.

The City has a Climate Protection Action Plan that addresses both the GHG emissions from the community (residential, commercial and industrial sectors) and the GHG emissions specifically from the operations provided by City government. Each category is broken down into the three major sources: Energy, Waste and Transportation. The GHG emissions are tracked using a standardized computer software program, and the comparison between 1990 and 2004 reveal an interesting trend. The City organization has continued to reduce its share of greenhouse gas emissions through fuel efficiency, energy conservation and the use of renewable energy, and the use of methane gas (biogas) to generate electricity. While this is a good step forward, the larger community has increased the per capita fuel, energy and water use.



Policies which address local GHG mitigation strategies in San Diego are integrated within the General Plan. Together, this collection of policies support and promote the adopted recommendations outlined in the City's Climate Protection Action Plan. The City continues to investigate additional steps that can be taken to help reduce greenhouse gas emissions, identify adaptation goals, and curb the impact of climate change at the local level.

TABLE CE-1 Issues Related to Climate Change Addressed in the General Plan

Issues	General Plan Policy		
	Element	Section	Policy
City of Villages Strategy	Conservation	A. Climate Change and Sustainable Development	CE-A.2
		B. Open Space and Landform Preservation	CE-B.1 through CE-B.5
	Land Use and Community Planning	A. City of Villages Strategy	LU-A.1 through LU-A.11
		H. Balanced Communities and Equitable Development	LU-H.6; LU-H.7
		I. Environmental Justice	LU-I.9 through LU-I.11
	Mobility	A. Walkable Communities	ME-A.1 through ME-A.9
		B. Transit First	ME-B.1 through ME-B.10
		F. Bicycling	ME-F.2; ME-F.4; ME-F.5
		K. Regional Coordination and Financing	ME-K.2; ME-K.6
	Urban Design	A. General Urban Design	UD-A.1; UD-A.2; UD-A.3; UD-A.9; UD-A.10
		B. Distinctive Neighborhoods and Residential Design	UD-B.5d; UD-B.6
		C. Mixed-Use Villages and Commercial Areas	UD-C.1; UD-C.4; UD-C.6; UD-C.7
Greenhouse Gas (GHG) Emissions and Alternative Modes of Transportation	Conservation	A. Climate Change and Sustainable Development	CE-A.1; CE-A.2; CE-A.13
		F. Air Quality	CE-F.1 through CE-F.8
		J. Urban Forestry	CE-J.4
		N. Environmental Education	CE-N.3; CE-N.5
	Land Use and Community Planning	I. Environmental Justice	LU-I.11
	Mobility	A. Walkable Communities	ME-A.8; ME-A.9
		B. Transit First	ME-B.1; ME-B.8; ME-B.9; ME-B.10
		C. Street and Freeway System	ME-C.2e; ME-C.4c
		E. Transportation Demand Management	ME-E.1 through ME-E.8;
		G. Parking Management	ME-G.5
		F. Bicycling	ME-F.5
	Urban Design	A. General Urban Design	UD-A.9; UD-A.10; UD-C.4; UD-C.7
Energy Efficiency	Conservation	A. Climate Change and	CE-A.5; CE-A.6; CE-A.8;



TABLE CE-1 Issues Related to Climate Change Addressed in the General Plan

Issues	General Plan Policy		
	Element	Section	Policy
	Element	Sustainable Development	CE-A.9; CE-A.11; CE-A.12
		F. Air Quality	CE-F.2; CE-F.3
		I. Sustainable Energy	CE-I.1 through CE-I.13
	Urban Design	A. General Urban Design	UD-A.4; UD-A.5i
Urban Heat Island Effect	Conservation	A. Climate Change and Sustainable Development	CE-A.2; CE-A.5; CE-A.6; CE-A.11; CE-A.12
		E. Urban Runoff Management	CE-E.2c; CE-E.d
		J. Urban Forestry	CE-J.1
	Recreation	A. Park and Recreation Guidelines	RE-A-7
	Urban Design	A. General Urban Design	UD-A.8e; UD-A.12
Waste Management and Recycling	Conservation	A. Climate Change and Sustainable Development	CE-A.2; CE-A.8; CE-A.9; CE-A.10
		C. Coastal Resources	CE-C.7
		D. Water Resources Management	CE-D.1; CE-D.3
		E. Urban Runoff Management	CE-E.6
		F. Air Quality	CE-F.3
		N. Environmental Education	CE-N.4; CE-N.5; CE-N.7
	Public Facilities, Services and Safety	F. Wastewater	PF-F.5
		I. Waste Management	PF-I.1 through PF-I.4
Water Management and Supply	Conservation	A. Climate Change and Sustainable Development	CE-A.2
		D. Water Resources Management	CE-D.1; CE-D.2; CE-D.4
		I. Sustainable Energy	CE-I.4; CE-I.6
	Public Facilities, Services and Safety	H. Water Infrastructure	PF-H.1 through PF-H.3

The Conservation Element reflects key goals contained in many other City and regional plans and programs and will help guide their future updates. Examples of City planning documents and programs that currently address conservation issues are included in Appendix CE-1. The Conservation Element sets forth a citywide vision that ties these various natural resource-based plans and programs together using a village strategy of growth and development. It contains policies for sustainable development, preservation of open space and wildlife, management of resources, and other initiatives to protect the public health, safety and welfare.



A. Climate Change & Sustainable Development

Goals

- ◆ To reduce the City's overall carbon dioxide footprint by improving energy efficiency, increasing use of alternative modes of transportation, employing sustainable planning and design techniques, and providing environmentally sound waste management.
- ◆ To be prepared for, and able to adapt to adverse climate change impacts.
- ◆ To become a city that is an international model of sustainable development and conservation.

Discussion

The energy requirement to maintain the built environment contributes nearly half of the GHG emissions nationally, and the second highest source is from vehicle emissions. In San Diego, vehicle emissions constitute more than half of the region's GHG emissions and are also responsible for almost 80 percent of the smog-forming emissions (see Table CE-2). While climate change is a global problem, at the local level, it is possible to reduce greenhouse gas emissions by fostering sustainable communities through the implementation of sustainable development policies and practices. Climate change goals can be more effectively met when the principles of sustainability are integrated into land use, transportation, conservation, and economic policies.

The City of Villages strategy focuses the City's growth into compact, mixed-use centers of various scales that are linked to the regional transit system, and preserves open space lands. This strategy creates opportunities for more convenient travel by transit, bicycles and foot, which will help reduce local contributions to greenhouse gas emissions that might otherwise occur by reducing the length and number of auto trips. Since the City of Villages strategy seeks to accommodate most of the City's growth needs through infill and redevelopment, it provides an alternative to lower density, auto-oriented development in the outlying areas of the City and region. Close coordination of land use and transportation planning are fundamental for establishing an urban form that integrates principles of sustainability.

There are also opportunities for new structures to reduce energy consumption by adhering to "sustainable building" practices. "Sustainable development is development that meets the needs of the present without compromising the ability of future generations to meet their own needs."¹ The City is implementing sustainable development policies that will reduce its environmental footprint, including: conserving resources, following "sustainable building" practices, reducing greenhouse gas emissions, and encouraging clean technologies. In sustainable development

¹ World Commission on Environment and Development, Brundtland Report, 1987.



practices, economic growth is closely tied with environmental, "clean," or "green" technologies and industries. Environmental and economic initiatives are planned and managed together, each reinforcing and being an integral component of the other.

San Diego is well positioned to become a leader in clean technology industries due to its highly qualified workforce, world-class universities and research institutions, and established high technology industries (see also Economic Prosperity Element, Section A). "Clean technologies" incorporate those practices and/or produce products that ultimately meet the goals of a sustainable community. Clean technology encompasses advancements in solar power, wind power, hybrid vehicles, fuel cell technology, tidal and wave power, bioenergy, energy efficient building materials and technologies, and water treatment systems. It often involves substituting biologically-based materials and processes for chemically-based approaches. Clean technology is becoming cost-competitive with its traditional counterparts and offers promising opportunities for new businesses, job creation, and technological innovation in San Diego. Clean technology industries demonstrate that environmental protection and economic competitiveness goals are aligned and mutually beneficial.

Buildings account for nearly half of the total energy used in the United States, and represent a significant portion of the nation's consumption of energy and raw materials, and waste output. Sustainable or "green" buildings use resources such as building materials, water, energy, and land more efficiently than other buildings. "Green" buildings provide an array of environmental, economic and health benefits for building owners and occupants, and help the broader community by conserving resources and reducing pollution. The City's Sustainable Building Policy requires City government projects to achieve the U.S. Green Building Council's LEED silver standard for all buildings and major renovations over 5,000 square feet (Council Policy 900-14), and encourages private developers to use sustainable practices through a permit expedite program.

City of San Diego Refuse and Recyclables Materials

Chapter 14, Article 2, Division 8 of the City of San Diego Municipal Code requires all new multiple unit residential, commercial, and industrial development to provide on-site areas for the storage of refuse and recyclable materials. The purpose of the regulations is to provide permanent, adequate, and convenient space for the collection of refuse and recyclable material.

See also the "Recycling Ordinance" found in Chapter 6, Article 6, Division 7 of the Municipal Code which was adopted in November 2007.

The design of commercial and residential developments is a significant factor in creating what is known as an "Urban Heat Island Effect." Heat islands form as cities replace natural land cover with dark-colored impermeable pavement for roads and parking lots; construct buildings that block natural cooling from wind; and otherwise collect and retain heat so much that a city can be up to ten degrees warmer than nearby open spaces. The hotter it is, the more ground level ozone is created and the more energy is used for cooling. Ground level ozone results in public health impacts that seriously affect sensitive members of the population including people with respiratory problems, the elderly, and children. Implementation of sustainable development practices, including heat island mitigation measures, may reduce temperature increases and the associated Urban Heat Island effects in San Diego.



Policies

- CE-A.1. Influence state and federal efforts to reduce greenhouse gas emissions so that implementation requirements are equitably applied throughout the state, and to address actions that are beyond the jurisdiction of local government.
- CE-A.2 Reduce the City's carbon footprint. Develop and adopt new or amended regulations, programs, and incentives as appropriate to implement the goals and policies set forth in the General Plan to:
- Create sustainable and efficient land use patterns to reduce vehicular trips and preserve open space;
 - Reduce fuel emission levels by encouraging alternative modes of transportation and increasing fuel efficiency;
 - Improve energy efficiency, especially in the transportation sector and buildings and appliances;
 - Reduce the Urban Heat Island effect through sustainable design and building practices, as well as planting trees (consistent with habitat and water conservation policies) for their many environmental benefits, including natural carbon sequestration;
 - Reduce waste by improving management and recycling programs;
 - Plan for water supply and emergency reserves.

Refer to Table CE-1, Issues Related to Climate Change Addressed in the General Plan, for a comprehensive list of policies related to each of the above issues.

- CE- A.3. Collaborate with climate science experts on local climate change impacts, mitigation, and adaptation, including sea level changes, to inform public policy decisions.
- CE- A.4. Pursue the development of "clean" or "green" sector industries that benefit San Diego's environment and economy.
- CE-A.5. Employ sustainable or "green" building techniques for the construction and operation of buildings.
- a. Develop and implement sustainable building standards for new and significant remodels of residential and commercial buildings to maximize energy efficiency, and to achieve overall net zero energy consumption by 2020 for new residential buildings and 2030 for new commercial buildings. This can be accomplished through factors including, but not limited to:
 - Designing mechanical and electrical systems that achieve greater energy efficiency with currently available technology;



- Minimizing energy use through innovative site design and building orientation that addresses factors such as sun-shade patterns, prevailing winds, landscape, and sun-screens;
 - Employing self generation of energy using renewable technologies;
 - Combining energy efficient measures that have longer payback periods with measures that have shorter payback periods;
 - Reducing levels of non-essential lighting, heating and cooling; and
 - Using energy efficient appliances and lighting.
- b. Provide technical services for "green" buildings in partnership with other agencies and organizations.
- CE-A.6 Design new and major remodels to City buildings, and where feasible, long term building leases for City facilities, to achieve at a minimum, the Silver Rating goal identified by the Leadership in Energy and Environmental Design (LEED™) Green Building Rating System to conserve resources, including but not limited to energy and renewable resources.
- CE-A.7. Construct and operate buildings using materials, methods, and mechanical and electrical systems that ensure a healthful indoor air quality. Avoid contamination by carcinogens, volatile organic compounds, fungi, molds, bacteria, and other known toxins.
- a. Eliminate the use of chlorofluorocarbon-based refrigerants in newly constructed facilities and major building renovations and retrofits for all heating, ventilation, air conditioning, and refrigerant-based building systems.
 - b. Reduce the quantity of indoor air contaminants that are odorous or potentially irritating to protect installers and occupants' health and comfort. Where feasible, select low-emitting adhesives, paints, coatings, carpet systems, composite wood, agri-fiber products, and others.
- CE-A.8. Reduce construction and demolition waste in accordance with Public Facilities Element, Policy PF-I.2, or by renovating or adding on to existing buildings, rather than constructing new buildings.
- CE-A.9. Reuse building materials, use materials that have recycled content, or use materials that are derived from sustainable or rapidly renewable sources to the extent possible, through factors including:
- Scheduling time for deconstruction and recycling activities to take place during project demolition and construction phases;
 - Using life cycle costing in decision-making for materials and construction techniques. Life cycle costing analyzes the costs and benefits over the life of a particular product, technology, or system;



- Removing code obstacles to using recycled materials in buildings and for construction; and
- Implementing effective economic incentives to recycle construction and demolition debris (see also Public Facilities Element, Policy PF-I.2).

CE-A.10. Include features in buildings to facilitate recycling of waste generated by building occupants and associated refuse storage areas.

- a. Provide permanent, adequate, and convenient space for individual building occupants to collect refuse and recyclable material.
- b. Provide a recyclables collection area that serves the entire building or project. The space should allow for the separation, collection and storage of paper, glass, plastic, metals, yard waste and other materials as needed.

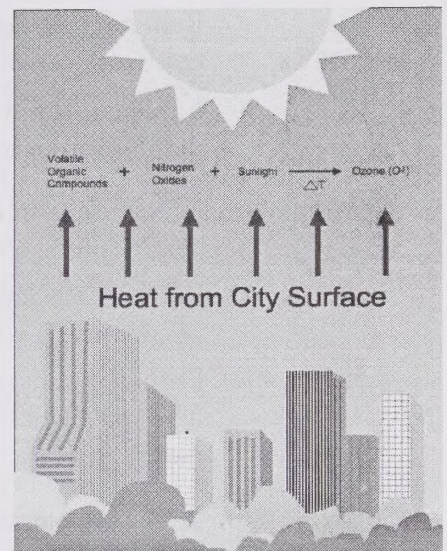
CE-A.11. Implement sustainable landscape design and maintenance.

- a. Use integrated pest management techniques, where feasible, to delay, reduce, or eliminate dependence on the use of pesticides, herbicides, and synthetic fertilizers.
- b. Encourage composting efforts through education, incentives, and other activities.
- c. Decrease the amount of impervious surfaces in developments, especially where public places, plazas and amenities are proposed to serve as recreation opportunities (see also Recreation Element, Policy RE-A.6 and A.7).
- d. Strategically plant deciduous shade trees, evergreen trees, and drought tolerant native vegetation, as appropriate, to contribute to sustainable development goals.
- e. Reduce use of lawn types that require high levels of irrigation.
- f. Strive to incorporate existing mature trees and native vegetation into site designs.
- g. Minimize the use of landscape equipment powered by fossil fuels.
- h. Implement water conservation measures in site/building design and landscaping.
- i. Encourage the use of high efficiency irrigation technology, and recycled site water to reduce the use of potable water for irrigation. Use recycled water to meet the needs of development projects to the maximum extent feasible. (see Policy CE-A.12).



CE-A.12. Reduce the San Diego Urban Heat Island, through actions such as:

- Using cool roofing materials, such as reflective, low heat retention tiles, membranes and coatings, or vegetated eco-roofs to reduce heat build-up;
- Planting trees and other vegetation, to provide shade and cool air temperatures. In particular, properly position trees to shade buildings, air conditioning units, and parking lots; and
- Reducing heat build up in parking lots through increased shading or use of cool paving materials as feasible (see also Urban Design Element, Policy UD-A.12).



Heat islands contribute to ground level ozone formation or smog.

Source: www.epa.gov

CE-A.13. Regularly monitor, update and implement the City's Climate Protection Action Plan to ensure, at a minimum compliance with all applicable federal, state and local laws.

- a. Inventory greenhouse gas emissions, including emissions for the City community-at-large, and for the City as an organization.
- b. Identify actions and programs designed to reduce the climate change impacts caused by the community-at-large and the City as an organization.

B. Open Space and Landform Preservation

Goal

- ◆ Preservation and long-term management of the natural landforms and open spaces that help make San Diego unique.

Discussion

Open space may be defined as land or water areas that are undeveloped, generally free from development or developed with low-intensity uses that respect natural environmental characteristics and are compatible with open space use. Open space may have utility for: primarily passive park and recreation; conservation of land, water, or other natural biological resources; historic or scenic purposes; visual relief; or landform preservation. San Diego's many canyons, valleys, mesas, hillsides, beaches, and other landforms create a unique setting that fosters biodiversity, a sense of place, and recreational opportunities. Designated parks and open spaces are shown on the General Plan Land Use and Street System Map (see also Land Use Element, Figure LU-2).



San Diego has a long history of planning for open space preservation and protection, including:

- 1868 – The City Board of Trustees set land aside for a City park, later named Balboa Park.
- 1908 – John Nolen's comprehensive plan for San Diego called for development to conform to and respect the natural environment.
- 1972 – The City amended the City Charter Section 103.1a to establish the Environmental Growth Fund, two-thirds of which is to be used to pay principle and interest on bonds issued for the acquisition of open space lands, with the remainder to be used to preserve and enhance the environment of the City.
- 1978 – San Diego voters approved Proposition C which authorized the sale of bonds to purchase open space.
- 1979 – The Progress Guide and General Plan, Open Space Element called for providing an open space system.
- 1987 – The City's Residential Growth Management Program included a policy recommendation to allow topography and environmentally sensitive lands to define the City's urban form.
- 1997 – The Multiple Species Conservation Program (MSCP) was adopted to preserve and manage sensitive species at the ecosystem level through habitat protection.

The City's Environmentally Sensitive Lands (ESL) regulations help protect, preserve, and restore lands containing steep hillsides, sensitive biological resources, coastal beaches, sensitive coastal bluffs, or Special Flood Hazard Areas. The intent of the ESL regulations is to assure that development occurs in a manner that protects the overall quality of the resources, encourages a sensitive form of development, retains biodiversity and interconnected habitats, maximizes physical and visual public access to and along the shoreline, and reduces hazards due to flooding in specific areas while minimizing the need for construction of flood control facilities. Steep hillsides are shown on Figure CE-1, Steep Slopes and 200 Foot Contours.

The development regulations and guidelines for environmentally sensitive lands also serve to implement the MSCP by placing priority on the preservation of biological resources within the Multi-Habitat Planning Area (MHPA) (see Figure CE-2, Multi-Habitat Planning Area). The goal of the MSCP is to achieve a sustainable balance between species preservation and smart growth by identifying areas for habitat/species protection (within the MHPA) and areas for development (outside the MHPA), as further discussed in Section G.

The City's parks, open space, trails and pedestrian linkages are part of an integrated system that connect with regional and state resources and provide opportunities for residents and visitors to experience San Diego's open spaces. The Recreation Element describes the attributes of designated and dedicated park and open space lands for the provision of outdoor recreation. Some important open space areas are not preserved as dedicated park land, but are protected through regulations or other private property restrictions such as conservation or open space easements.



Open space that is designated in community plans and other land use plans is an important component of the open space system because of its value in protecting natural landforms, defining community boundaries, providing natural linkages between communities, providing visually appealing open spaces, and protecting habitat and biological systems of community importance that are not otherwise included in the MHPA.

Policies

- CE-B.1. Protect and conserve the landforms, canyon lands, and open spaces that: define the City's urban form; provide public views/vistas; serve as core biological areas and wildlife linkages; are wetlands habitats; provide buffers within and between communities; or provide outdoor recreational opportunities.
- a. Utilize Environmental Growth Funds and pursue additional funding for the acquisition and management of MHPA and other important community open space lands.
 - b. Support the preservation of rural lands and open spaces throughout the region.
 - c. Protect urban canyons and other important community open spaces including those that have been designated in community plans for the many benefits they offer locally, and regionally as part of a collective citywide open space system (see also Recreation Element, Sections C and F; Urban Design Element, Section A).
 - d. Minimize or avoid impacts to canyons and other environmentally sensitive lands, by relocating sewer infrastructure out of these areas where possible, minimizing construction of new sewer access roads into these areas, and redirecting of sewage discharge away from canyons and other environmentally sensitive lands.
 - e. Encourage the removal of invasive plant species and the planting of native plants near open space preserves.
 - f. Pursue formal dedication of existing and future open space areas throughout the City, especially in core biological resource areas of the City's adopted MSCP Subarea Plan.
 - g. Require sensitive design, construction, relocation, and maintenance of trails to optimize public access and resource conservation.
- CE-B.2. Apply the appropriate zoning and Environmentally Sensitive Lands (ESL) regulations to limit development of floodplains, sensitive biological areas including wetlands, steep hillsides, canyons, and coastal lands.
- a. Manage watersheds and regulate floodplains to reduce disruption of natural systems, including the flow of sand to the beaches. Where possible and practical, restore water filtration, flood and erosion control, biodiversity and sand replenishment benefits.
 - b. Limit grading and alterations of steep hillsides, cliffs and shoreline to prevent increased erosion and landform impacts.

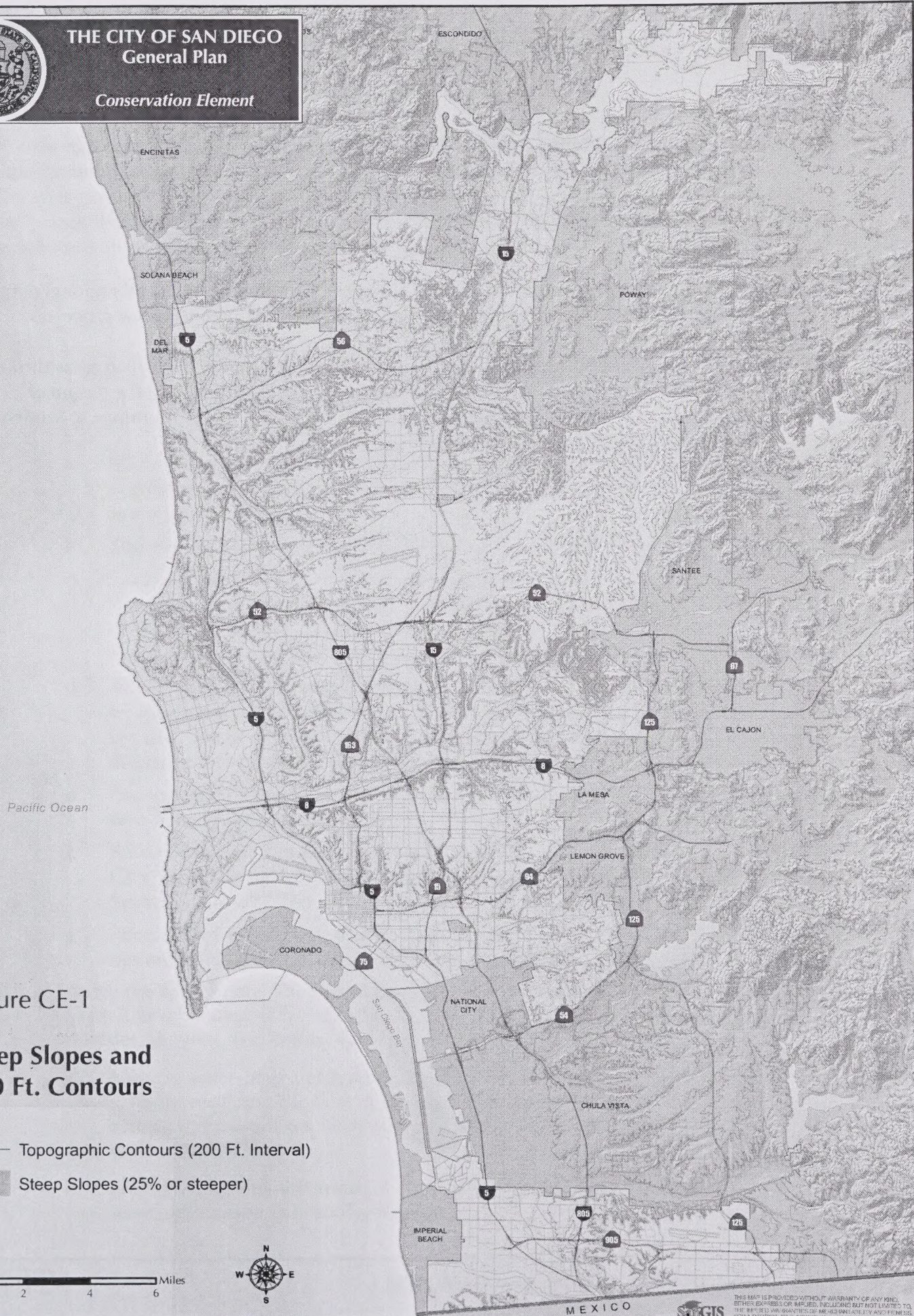


- CE-B.3. Use natural landforms and features as integrating elements in project design to complement and accentuate the City's form (see also Urban Design Element, Section A).
- CE-B.4. Limit and control runoff, sedimentation, and erosion both during and after construction activity.
- CE-B.5. Maximize the incorporation of trails and greenways linking local and regional open space and recreation areas into the planning and development review processes.
- CE-B.6. Provide an appropriate defensible space between open space and urban areas through the management of brush, the use of transitional landscaping, and the design of structures (see also Urban Design Element, Policy UD-A.3.o). Continue to implement a citywide brush management system.



THE CITY OF SAN DIEGO General Plan

Conservation Element





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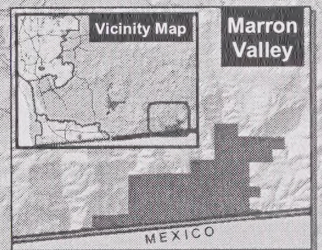
Conservation Element

Figure CE-2

Multi-Habitat Planning Area

-  City-Owned Land
-  Non-City Owned Land
- Other Features**
-  Military Lands

0 1 2 4 6 Miles



THE CITY OF SAN DIEGO AND ITS DEPARTMENT OF PLANNING AND COMMUNITY DEVELOPMENT ARE NOT RESPONSIBLE FOR ANY ERRORS OR OMISSIONS THAT MAY APPEAR IN THIS MAP. THE CITY OF SAN DIEGO AND ITS DEPARTMENT OF PLANNING AND COMMUNITY DEVELOPMENT ARE NOT RESPONSIBLE FOR ANY ERRORS OR OMISSIONS THAT MAY APPEAR IN THIS MAP.



C. Coastal Resources

Goals

- ◆ Coastal resource preservation and enhancement.
- ◆ Clean coastal waters by continuing to improve the quality of ocean outfall discharges.
- ◆ Enhanced public access to the shoreline and coast.

Discussion

San Diego's environment, its coastal location, temperate climate, and diverse topography, contribute to the City's natural beauty and resources. Many of San Diego's most appreciated natural resources are located within the coastal zone. These include the City's beaches, bays, shoreline, coastal canyons and the many rivers, streams and other watercourses that drain inland areas, eventually reaching the coastal environment and waters. In the City, the Coastal Zone encompasses approximately 40,000 acres of public and private land and waters.

Development in the coastal zone in California is governed by the California Coastal Act of 1976. The Act arose out of Proposition 20, the California Coastal Conservation Initiative and responds to the public concern for protecting and enhancing coastal resources. The California Coastal Commission (CCC) is the regulatory agency established to implement the provisions of the Coastal Act. The Coastal Act directs local governments to prepare Local Coastal Programs (LCPs) in accordance with the Act's policies. These policies are designed to guide development in the coastal areas, beach and lagoon resource management, public access, low-cost visitor-serving recreational uses and conservation of the unique qualities and nature of the coast (see also Land Use Element, Section E, for information on how the City prepares and implements LCPs).

San Diego offers many coastal resources that contribute to the local economy and provide opportunities for tourism, recreation, and marine-related industry. Some of the most prominent coastal uses in San Diego include:

- *San Diego Bay:* As one of the largest natural harbors in California, it is the home of the Navy (Eleventh Naval District) and provides facilities for commercial and sports fishing, recreational activities, oceanic research, shipbuilding/repair, and wildlife habitat. Most of the San Diego Bay is under the jurisdiction of the Unified Port District.
- *Pacific Ocean Offshore Area:* The City's jurisdiction extends from the tip of Point Loma northerly to the northern boundary near Sorrento Valley, and three nautical miles seaward from the mean low tide line. This area offers commercial kelp harvesting, commercial fishing, recreational boating, oceanographic research activities, and a marine life refuge (La Jolla Underwater park) and ecological reserve (San Diego Underwater Ecological Reserve).



THE CITY OF SAN DIEGO General Plan

Conservation Element

Figure CE-3

Coastal Zone Boundary

- Coastal Zone Boundary
- Area within Coastal Zone that is within the City of San Diego

0 1 2 4 6 Miles



MEXICO



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Conservation Element

- *Mission Bay*: Originally a marshy lagoon draining the San Diego River and various canyon creeks, Mission Bay has been dredged and developed into a resource-based park to accommodate aquatic recreation: water skiing, swimming, boating, small boat harboring, and tourist-based leaseholds.
- *Coastal Lagoons*: Los Peñasquitos Lagoon, San Diego National Wildlife Refuge, Salt Ponds, wetlands in Mission Bay Park and the Tijuana Slough are a few of San Diego's remaining coastal wetlands/lagoons that provide critical vegetation, wildlife and marine life habitats both locally, and as part of the Pacific Migratory Flyway.
- *Fishing*: Many commercial and sport-fishing boats operate out of San Diego Harbor and Mission Bay. These bring in fish and shellfish both from the coastal Offshore Area and from more distant areas. For various reasons, the local fishing industry has been declining for the past 25 years, as it has elsewhere in the state.

Policies

- CE-C.1. Protect, preserve, restore and enhance important coastal wetlands and habitat (tide pools, lagoons and marine canyons) for conservation, research, and limited recreational purposes.
- CE-C.2. Control sedimentation entering coastal lagoons and waters from upstream urbanization using a watershed management approach that is integrated into local community and land use plans (see also Land Use Element, Policy LU-E-1).
- CE-C.3. Minimize alterations of cliffs and shorelines to limit downstream erosion and to ensure that sand flow naturally replenishes beaches.
- CE-C.4. Manage wetland areas as described in Section H, Wetlands, for natural flood control and preservation of landforms.
- CE-C.5. Limit the use of beaches and shorelines to appropriate coastal dependent and ocean-oriented recreational/educational uses as identified in local coastal/community plans.
- CE-C.6. Implement watershed management practices designed to reduce runoff and improve the quality of runoff discharged into coastal waters.
- CE-C.7. Encourage conservation measures and water recycling programs that eliminate or discourage wasteful uses of water.
- CE-C.8. Protect coastal vistas and overlook areas from obstructions and visual clutter where it would negatively affect the public's reasonable use and enjoyment of the resource.



- CE-C.9. Develop an integrated system of pedestrian, bicycle, local transit and automobile access to the shoreline that will connect major coastal activity areas with a focus on the ocean and natural scenic corridors.
- CE-C.10. Work with local fishing and other coastal-related industry representatives to enhance their possibilities of economic survival in San Diego.
- CE-C.11. Integrate the many coastal resources and recreational opportunities into the City's proposed Parks Master Plan (see also Recreation Element, Policy RE-A.1).
- CE-C.12. Ensure that all City beaches and shorelines are accessible and available for appropriate public use for all users.
- CE-C.13. Acquire remaining beach and shoreline areas for public use.

D. Water Resources Management

Goals

- ◆ Effective long-term management of water resources so that demand is in balance with efficient, sustainable supplies.
- ◆ A safe and adequate water supply that effectively meets the demand for the existing and future population through water efficiency and reclamation programs.

Discussion

San Diego has a semi-arid coastal climate with coastal areas receiving an average of ten inches of rain annually. The City's historically reliable water supply is credited to its ability to import and store water supplies from the Colorado River and Northern California. However, these imported water supplies are limited, and to meet the needs of population increases, economic growth, and competing regional demands, San Diego must develop additional water resources to ensure an adequate supply for present and future generations.





Conservation Element

The City has no direct control over the imported water supply, but is a member agency of the San Diego County Water Authority (SDCWA), which is responsible for securing the region's imported water supply. Additional dedicated water supplies and increased water-use efficiency programs are needed for the region to support growth projections and industry needs. In response to imported water supply uncertainties, the City prepared a Long-Range Water Resources Plan, which defines a flexible 30-year strategy and includes evaluation tools for continued water resources planning.

The City operates local drinking water supply reservoirs that are critical components of the regional water supply system (see also Public Facilities Element, Section H). Rainfall in reservoir areas averages 15-25 inches per year. These reservoirs store imported water, provide emergency water storage, and capture rainfall and runoff that provides ten to twenty percent of the City's water supply. Water quality is threatened by the continued urbanization of watershed lands. Runoff from storms or other human activities picks up pollutants that enter the reservoirs. Watershed planning is an interdisciplinary approach that provides an opportunity to understand the relationship between land use, biology, engineering, geology, and other disciplines on a landscape level using water as the interconnecting element. It should be used to identify major water resource management issues for each area of the City and refine land use policies at the community plan level.

Pollutants of concern for drinking water include materials that are not typically addressed under storm water regulations; nutrients and related algae, organic carbon, and dissolved solids are of particular concern. To fill this gap, the City has written Source Water Protection Guidelines for New Development which help development project proponents and reviewers determine if their projects pose a threat to drinking water quality. Where a threat exists, the guidelines offer suggestions on site designs and the use of Best Management Practices (BMPs) to minimize potential problems. Applying the guidelines and reducing runoff pollution is particularly challenging, as the reservoirs and their tributary watersheds are located almost entirely outside of the City.

Policies

- CE-D.1. Implement a balanced, water conservation strategy as an effective way to manage demand by: reducing dependence on imported water supplies; maximizing the efficiency of existing urban water and agricultural supplies through conservation measures/programs; and developing alternative, reliable sources to sustain present and future water needs.
- a. Integrate watershed planning with water supply and land use studies to achieve an integrated approach to ensure that the City can provide adequate water supplies for present uses, accommodate future growth, attract and support commercial and industrial development, and supply local agriculture (see also Public Facilities Element, Policy PF-H.1).



- b. Manage groundwater and surface water resources and capacity through an integrated approach to meet overall water supply and resource management objectives (see also Public Facilities Element, Policy PF-H.1).
- c. Participate in advanced water treatment processes such as brackish groundwater and seawater desalination programs.
- d. Emphasize and refine recycled water programs to help meet non-potable irrigation demands.
- e. Develop and expand water-efficient landscaping to include urban forestry, urban vegetation, and demonstration projects.
- f. Support regional efforts towards ensuring that imported water is reliable, cost-effective, and is of high quality.
- g. Maintain existing and future water supply, storage, treatment and distribution facilities with minimal or no impact to the environment.
- h. Implement conservation incentive programs that increase water-use efficiency and reduce urban runoff.
- i. Develop a response plan to assist citizens in reducing water use during periods of water shortages and emergencies.
- j. Encourage local water agencies to use state-mandated powers to enforce conservation measures that eliminate or penalize wasteful uses of water.
- k. Explore alternative conservation measures and technology as they become available.
- l. Review/update the City's landscaping regulations as needed to ensure they effectively address the efficient use of water in landscaping.
- m. Educate the public on wise water use.

CE-D.2. Protect drinking water resources by implementing guidelines for future development that may affect water supply watersheds, reservoirs and groundwater aquifers. The guidelines should address site design, Best Management Practices (BMPs) and storm water treatment measures.

- a. Collaborate with other jurisdictions to reduce the potential for polluted runoff to water supply reservoirs.
- b. Enter into cooperative, voluntary agreements with other jurisdictions to enable the City to provide advisory review of development projects outside of the City's boundaries that may impact watersheds and reservoirs.



Conservation Element

- CE-D.3. Continue to participate in the development and implementation of watershed management plans.
- a. Control water discharge in a manner that does not reduce reasonable use by others, damage important native habitats and historic resources, or create hazardous conditions (e.g., erosion, sedimentation, flooding and subsidence).
 - b. Protect reservoir capacity from sedimentation.
 - c. Improve and maintain drinking water quality and urban runoff water quality through implementation of Source Water Protection Guidelines for New Development.
 - d. Improve and maintain urban runoff water quality through implementation of storm water protection measures (see also Urban Runoff Management, Section E).
 - e. Encourage proper sustainable agricultural practices (if applicable) such as tillage, use of grass filter strips, runoff detention basins, and organic farming.
- CE-D.4. Coordinate local land use planning with state and regional water resource planning to help ensure that the citizens of San Diego have a safe and adequate water supply that meets existing needs and accommodates future needs (see also Public Facilities Element, Section H).
- a. Consider and evaluate water transfers and other cost-effective ways to increase reliable supplies with minimal environmental effects, where it benefits the City, to help achieve a balanced and integrated water conservation strategy.
- CE-D.5. Integrate water and land use planning into local decision-making, including using water supply and land use studies in the development review process.



THE CITY OF SAN DIEGO General Plan

Conservation Element

SAN LUIS REY

CARLSBAD

SAN MARCOS R.

ESCONDIDO R.

Hodges
Watershed

Sutherland
Watershed

SUTHERLAND
RESERVOIR

SAN DIEGUITO

ANZA-BORREGO

El Capitan
Watershed

Pacific Ocean

SAN DIEGUITO R.

Miramar
Watershed

San Vicente
Watershed

SAN DIEGO

PENASQUITOS

Murray
Watershed

SWEETWATER R.

SWEETWATER

Cottonwood
Watershed

Morena
Watershed

MORENA
RESERVOIR

TIJUANA

Barrett
Watershed

Otay
Watershed

OTAY

PUEBLO SAN DIEGO

SAN DIEGO BAY

SWEETWATER R.

OTAY R.

TIJUANA R.

MEXICO

Figure CE-4
San Diego
Watersheds

Water Sources

— Major River

— Minor River

Watersheds

Name Reservoir Watersheds

NAME Regional Watershed Areas

Source: City of San Diego, Water Department, 2003.



0 1 2 4 6
Miles



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E. Urban Runoff Management

Goals

- ◆ Protection and restoration of water bodies, including reservoirs, coastal waters, creeks, bays, and wetlands.
- ◆ Preservation of natural attributes of both the floodplain and floodway without endangering life and property.

Discussion

When water runoff from rainfall or human activities flows across impervious urban areas it picks up a host of pollutants in its path, such as: trash, debris, organic waste, pesticides, bacteria, viruses, oil, grease, sediments, nutrients, metals, and toxic chemicals. This runoff is a major source of water pollution as it enters storm drain systems, untreated, and is directed to our creeks, bays, wetlands, beaches, and open spaces. The diverse origins and types of runoff pollution make it very difficult to treat, so pollution prevention is the key to a successful urban runoff program. There are five major river systems within or partially within the City: San Dieguito; San Diego; Sweetwater; Otay; and Tijuana Rivers. Due mainly to the dry climate and local impounding reservoirs, most of these are normally dry except during periods of abnormally heavy rainfall. In addition to these rivers, there are also numerous canyons and creeks which drain uplands areas, ultimately reaching the ocean.

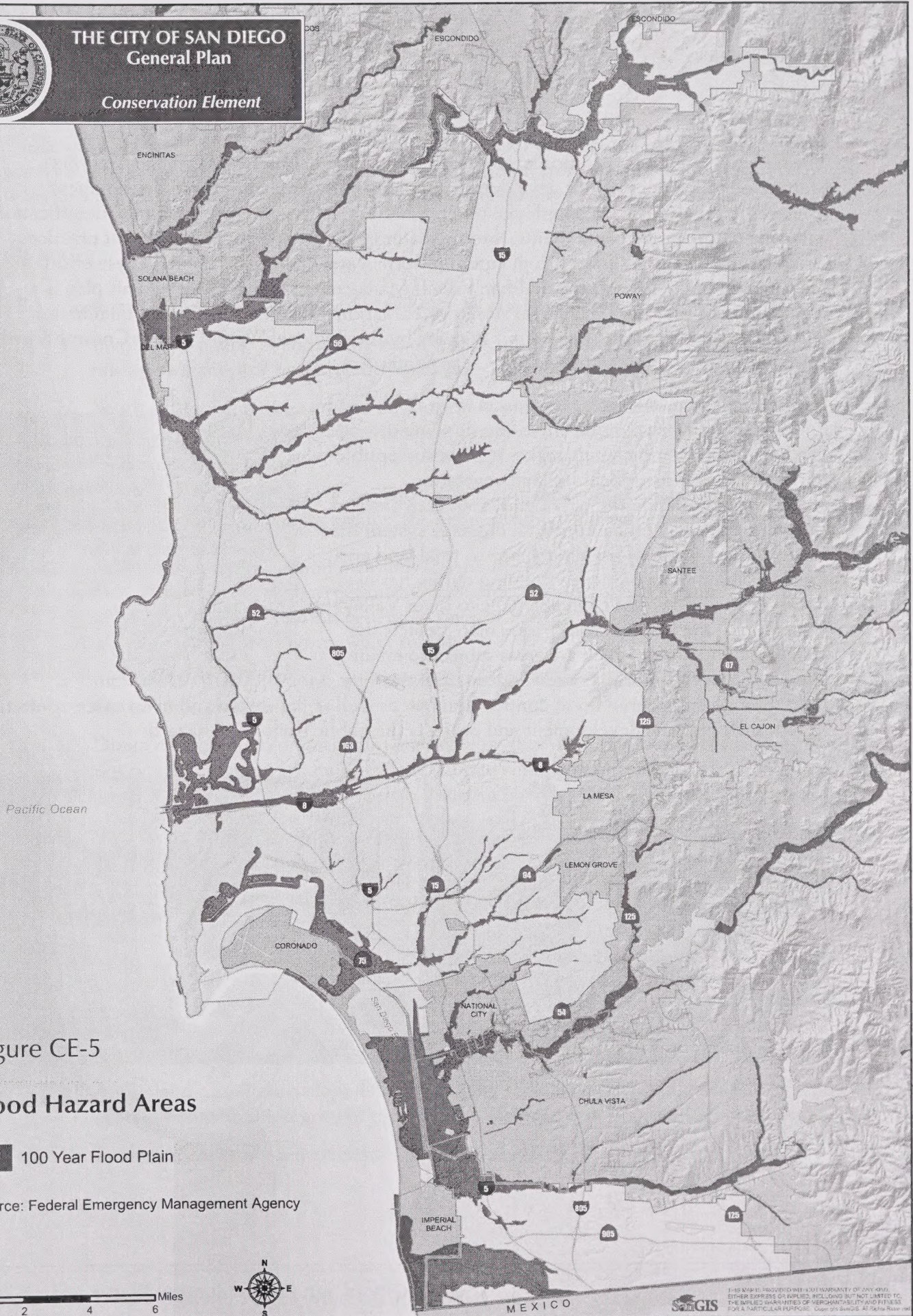
Watersheds are areas in which water, sediment, and dissolved materials flow to a common outlet. What happens in one part of the watershed can affect the quality and quantity of water supply. Open space areas and permeable surfaces are important to ensuring water quality. When storm water (or other urban water runoff) passes over these areas and surfaces, some of it is absorbed into the ground and cleansed by natural filtration processes. Maintaining water quality is important to public health, wildlife, and economic prosperity, and is a requirement of the federal Clean Water Act. As runoff increases in developed areas, water quality preservation and runoff management requires protection of key open space areas and permeable surfaces within watersheds (see Figure CE-4, San Diego County Watersheds).

The Clean Water Act of 1972 (CWA) is the cornerstone of surface water quality protection in the United States. The CWA employs a variety of regulatory and nonregulatory tools to reduce direct pollutant discharges into waterways, finance municipal wastewater treatment facilities, and manage polluted runoff. These tools are employed to achieve the broader goal of restoring and maintaining the integrity of the nation's waters so they can support "the protection and propagation of fish, shellfish, and wildlife and recreation in and on the water."

In the early decades of the Act's implementation, efforts focused on regulating discharges from traditional "point-source" facilities, such as municipal sewage plants and industrial facilities, with little attention paid to runoff from streets, construction sites, farms, and other "wet-weather" sources. Starting in the late 1980s, efforts to address polluted runoff have increased significantly. Evolution of CWA programs over the last decade has also included a shift from a program-by-program, source-by-source, pollutant-by-pollutant approach to more holistic watershed-based strategies. Under the watershed approach, equal emphasis is placed on protecting healthy waters and restoring impaired ones.



THE CITY OF SAN DIEGO
General Plan
Conservation Element

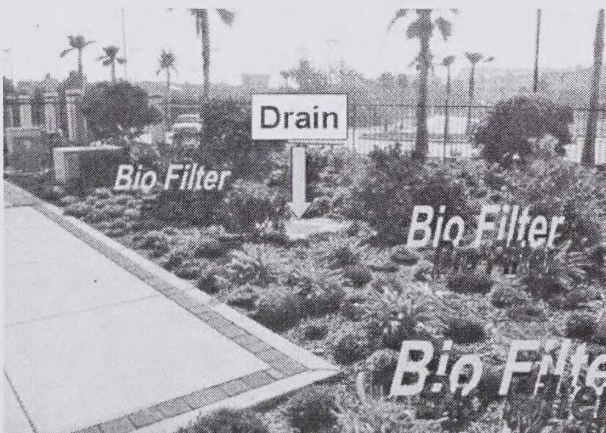




The City's storm water pollution prevention efforts include watershed management, Best Management Practices (BMP) development/implementation, planning and development measures, public education, employee training, water quality monitoring, source identification, and code enforcement components. Storm Water BMPs are specific management practices designed to prevent pollutants from entering storm water and urban runoff. These efforts are documented in the City's annual Urban Runoff Management Plan (URMP). This plan is a requirement of the City's municipal storm water National Pollutant Discharge Elimination System (NPDES) Permit. The permit is issued by the Regional Water Quality Control Board, San Diego Region, in response to the Clean Water Act.

In addition to the water quality impacts from storm water runoff, heavy storms periodically cause flooding damage. San Diego's semi-arid climate makes it more susceptible to flooding because of local soil and vegetation characteristics. While the City's numerous canyons and valleys comprise an efficient natural drainage system that results in a low ratio of floodplain area to total land area, there are areas that experience flooding during heavy rains, such as in the case of the San Diego River Valley. Figure CE-5, the Flood Hazard Areas map, depicts the 100-year floodplains, which are areas subject to major flooding. Flood control has been addressed in the City both through engineered flood control channels as well as floodplain and open space zones that significantly restricts development and protects the public from flood hazards.

The City of San Diego enacted the Storm Water management and Discharge Control Ordinance in 1993. This ordinance prohibits pollutants from entering the storm water conveyance system. The City has also amended grading and drainage regulations to better control storm water pollution from sediments, erosion, and construction materials during construction and during permanent use of developed sites.



Planted areas and grass swales can serve to treat adjacent impervious areas.



The following policies address land development practices for erosion control, decreased use of impervious surfaces, and design that captures or reduces runoff from development sites. The policies also provide a summary of the City's overall water quality protection policies.

Policies

CE-E.1. Continue to develop and implement public education programs.

- a. Involve the public in addressing runoff problems associated with development and raising awareness of how an individual's activities contribute to runoff pollution.
- b. Work with local businesses and developers to provide information and incentives for the implementation of Best Management Practices for pollution prevention and control.
- c. Implement watershed awareness and water quality educational programs for City staff, community planning groups, the general public, and other appropriate groups.

CE-E.2. Apply water quality protection measures to land development projects early in the process-during project design, permitting, construction, and operations-in order to minimize the quantity of runoff generated on-site, the disruption of natural water flows and the contamination of storm water runoff.

- a. Increase on-site infiltration, and preserve, restore or incorporate natural drainage systems into site design.
- b. Direct concentrated drainage flows away from the MHPA and open space areas. If not possible, drainage should be directed into sedimentation basins, grassy swales or mechanical trapping devices prior to draining into the MHPA or open space areas.
- c. Reduce the amount of impervious surfaces through selection of materials, site planning, and street design where possible.
- d. Increase the use of vegetation in drainage design.
- e. Maintain landscape design standards that minimize the use of pesticides and herbicides.
- f. Avoid development of areas particularly susceptible to erosion and sediment loss (e.g., steep slopes) and, where impacts are unavoidable, enforce regulations that minimize their impacts.
- g. Apply land use, site development, and zoning regulations that limit impacts on, and protect the natural integrity of topography, drainage systems, and water bodies.
- h. Enforce maintenance requirements in development permit conditions.



Conservation Element

- CE-E.3. Require contractors to comply with accepted storm water pollution prevention planning practices for all projects.
- Minimize the amount of graded land surface exposed to erosion and enforce erosion control ordinances.
 - Continue routine inspection practices to check for proper erosion control methods and housekeeping practices during construction.
- CE-E.4. Continue to participate in the development and implementation of Watershed Management Plans for water quality and habitat protection.
- CE-E.5. Assure that City departments continue to use "Best Practice" procedures so that water quality objectives are routinely implemented.
- Incorporate water quality objectives into existing regular safety inspections.
 - Follow Best Management Practices and hold training sessions to ensure that employees are familiar with those practices.
 - Educate City employees on sources and impacts of pollutants on urban runoff and actions that can be taken to reduce these sources.
 - Ensure that contractors used by the City are aware of and implement urban runoff control programs.
 - Serve as an example to the community-at-large.
- CE-E.6. Continue to encourage "Pollution Control" measures to promote the proper collection and disposal of pollutants at the source, rather than allowing them to enter the storm drain system.
- Promote the provision of used oil recycling and/or hazardous waste recycling facilities and drop-off locations.
 - Review plans for new development and redevelopment for connections to the storm drain system.
 - Follow up on complaints of illegal discharges and accidental spills to storm drains, waterways, and canyons.
- CE-E.7. Manage floodplains to address their multi-purpose use, including natural drainage, habitat preservation, and open space and passive recreation, while also protecting public health and safety.



F. Air Quality

Goals

- ◆ Regional air quality which meet state and federal standards.
- ◆ Reduction in greenhouse gas emissions effecting climate change.

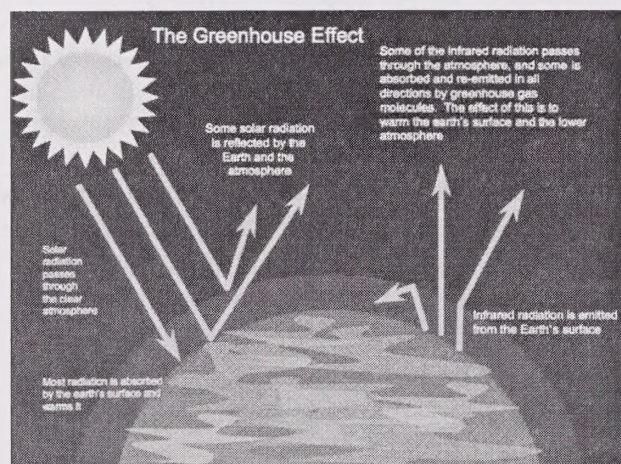
Discussion

The City of San Diego is within the San Diego Air Basin (SDAB). The SDAB includes the coastal plains and foothills in San Diego County. Air quality in the basin is dependent on meteorology, topography, and the demographics of the region. The normal wind pattern in the air basin is a gentle, onshore breeze which builds to about seven to eleven knots in the mid-afternoon. In general, air pollutants emitted along the more densely populated, semi-arid coastal areas in the morning rush hour and throughout much of the workday are blown inland on a regular basis. After sunset as the land cools, the wind direction changes to blow towards the coast at about three to four knots. Consequently, while the bulk of the air pollution in the region is produced along the populated coastline areas, these pollutants are transported inland on most days by late morning and early afternoon sea breezes.

Ozone

Historically, San Diego's primary air pollution problem has been ozone. Ozone is a colorless gas that can be good or bad depending on where it is located. Ozone in the stratosphere (seven or more miles above the earth) protects the planet from the sun's harmful rays, ozone at ground level causes smog. Ground-level ozone is formed when fossil fuel exhaust and other emissions react in the presence of sunlight.

San Diego is also affected by inter-basin pollutant transport as well as localized conditions. High smog levels in coastal communities occasionally occur when polluted air from the South Coast (Los Angeles) Air Basin drifts seaward and southward at night, and then blows onshore the next day during Santa Ana conditions typically occurring in late summer/early fall.



Air pollution is clearly linked to health problems, especially for children and elderly residents, and those with respiratory conditions. Motor vehicles and other fossil-fuel burning vehicles are responsible for nearly 80 percent of the air pollution emissions in the San Diego region (see Table CE-1). The Mobility Element contains policies designed to promote walking, bicycling, transit use, and car pooling to help achieve transportation and environmental goals.



Conservation Element

Diesel fuel emissions, which contain toxic particulate matter, are especially harmful to public health. Public health issues related to toxic air emissions are also discussed in the Land Use Element, Policy LU-I.14 and the Economic Prosperity Element, Policy EP-A.21.

Ground level ozone, a significant air pollutant in San Diego, is caused by internal combustion vehicles. It forms when sunlight and heat interact with vehicle emissions. Even at low levels, ozone can aggravate respiratory conditions; interfere with the ability of plants to produce and store food, and damage building materials. Pollutants such as sulfur dioxide are also responsible for increasing haze, which reduces visibility. On a much broader scale, air pollutants, including carbon dioxide from vehicles and fossil-fuel burning power plants, are identified as two significant contributors to global warming.

Particulates

Particulate matter (PM) is a mixture of very tiny solid or liquid particles composed of chemicals, soot, and dust. Very small particles can be inhaled into the lungs and cause or aggravate health problems including asthma, bronchitis and other lung diseases.

TABLE CE-2 Sources of Emissions in the San Diego Region

Source	Percentage
Motor Vehicles (cars, trucks, buses)	42%
Other Mobile (trains, planes, ships, agricultural equipment)	37%
Industry and Commerce (which includes power plants)	11%*
Home Products	9%
Agriculture	1%

Source: San Diego County Air Pollution Control District, 2007.

* This percentage includes emissions generated by power plants producing electricity in the San Diego region. Local fossil-fuel based power plants produce about 2500 megawatts (MW) of electricity. During peak periods, the San Diego region imports about another 1500 MW of power, the generation of which affects skies outside our region.

Under the federal Clean Air Act, the Environmental Protection Agency (EPA) sets limits on how much of a pollutant is allowed in the air anywhere in the United States. National standards were established in 1971 for six pollutants of concern. The federal government has identified health standards for six criteria pollutants: ozone (smog), carbon monoxide, nitrogen dioxide, sulfur dioxide, lead, and inhalable particulates. States have the option to add other pollutants, require more stringent compliance, or to include different exposure periods.

The California Clean Air Act mandated that a state clean air plan be developed to address meeting state standards as well as the often less stringent federal criteria. A basin plan was therefore developed and adopted in 1991, and then updated in 1994, to meet the federal one-hour standard for ozone. This 1994 local plan was combined with other regional plans to create



the California State Implementation Plan (SIP). At the state level, the California Air Resources Board (ARB) gathers air quality data for the state of California, ensures the quality of this data, designs and implements air quality models, and sets ambient air quality standards for the state. California regulates the same pollutants as the federal government under the SIP, plus three others: sulfates, visibility reducing particulates, and hydrogen sulfide. The SIP was adopted by the Air Resources Board (ARB) in 1994 and was approved by the U. S. Environmental Protection Agency (EPA) in 1996.

Locally, the San Diego County Air Pollution Control District (APCD) is the agency responsible for enforcing the federal and state air pollution regulations, and for developing local rules for the county. The attainment planning process is embodied in a regional air quality management plan developed jointly by the APCD and San Diego Association of Governments (SANDAG). San Diego's air quality has improved over the past quarter century because of effective emission control devices on motor vehicles and stricter, more enforceable regulations for industry. This accomplishment is especially noteworthy considering the region's substantial growth in population and motor vehicle mileage. Air quality will remain a persistent challenge as the number of people and cars in the region grows.

The City has taken an additional step toward improving air quality through participation in the Cities for Climate Protection program. The Climate Protection Action Plan is a component of this program, and is designed to improve local air quality and to reduce greenhouse gas emissions (GHG) that contribute to climate change.

For policies on indoor air quality refer to Section A, Policy CE-A.7.

Policies

- CE-F.1. Develop and adopt a fuel efficiency policy to reduce fossil fuel use by City departments, and support community outreach efforts to achieve similar goals in the community.
- CE-F.2. Continue to upgrade energy conservation in City buildings and support community outreach efforts to achieve similar goals in the community.
- CE-F.3. Continue to use methane as an energy source from inactive and closed landfills.
- CE-F.4. Preserve and plant trees, and vegetation that are consistent with habitat and water conservation policies and that absorb carbon dioxide and pollutants.
- CE-F.5. Promote technological innovations to help reduce automobile, truck, and other motorized equipment emissions.
- CE-F.6. Encourage and provide incentives for the use of alternatives to single-occupancy vehicle use, including using public transit, carpooling, vanpooling, teleworking, bicycling, and walking. Continue to implement programs to provide City employees with incentives for the use of alternatives to single-occupancy vehicles.
- CE-F.7. Influence the development of state, federal, and local actions to increase the use of alternative fuels.



- CE-F.8. Influence the development of state, federal, and local efforts to increase fuel efficiency and reduce greenhouse gas emissions.
- CE-F.9. Prohibit the idling of motive equipment (vehicles and equipment using fossil fuels) that is owned or leased by the City, and operated by City employees unless mission necessary.

G. Biological Diversity

Goal

- ◆ Preservation of healthy, biologically diverse regional ecosystems and conservation of endangered, threatened, and key sensitive species and their habitats.

Discussion

San Diego County is an area of intense biodiversity richness in the United States. Many unique and endangered species are found in the San Diego region. Ensuring their survival is essential to maintaining a healthy local ecosystem. Human activity is creating a "biodiversity deficit" by destroying ecosystems faster than nature can adapt or create new ones. Rates of species extinction are currently estimated at 100 to 1,000 times higher than pre-human levels.

Many native vegetation communities in the region are considered sensitive because they have been greatly reduced by development. San Diego County contains more than 200 plant and animal species that are federally and/or state listed as endangered, threatened or rare, proposed or candidates for listing, or otherwise considered sensitive. Over half of these species occur in the Multiple Species Conservation Program (MSCP) study area. The MSCP, adopted in 1997 to preserve and manage sensitive species at an ecosystem level, will protect habitat for more than 1,000 native and non-native plant species and more than 380 species of fish, amphibians, reptiles, birds and mammals.



Western Spadefoot Toad
Jim Rocks

The MSCP is a comprehensive, long-term habitat conservation planning program for southwestern San Diego County (the planned habitat preserve is shown on Figure CE-2, Multi-Habitat Planning Area) that has been developed cooperatively by participating jurisdictions/ special districts in partnership with federal/state wildlife agencies, property owners, and representatives of the development industry and environmental groups. The purpose of the



MSCP is to preserve a network of habitat and open space. The plan is designed to preserve native vegetation and meet the habitat needs of multiple species, rather than focusing preservation efforts on one species at a time. By placing priority on the preservation of biological resources within a Multi-Habitat Planning Area (MHPA), the MSCP has streamlined existing permit procedures for development projects which impact habitat.

The MSCP, and the associated subarea plans, seek to meet the requirements of the federal Endangered Species Act and the California Natural Community Conservation Program. Signatory agencies/districts administer their portions of the MSCP through the subarea plans and Implementing Agreements (IA). The City's MSCP Subarea Plan and IA was adopted by City Council and approved by the wildlife agencies in 1997.

Policies

- CE-G.1. Preserve natural habitats pursuant to the MSCP, preserve rare plants and animals to the maximum extent practicable, and manage all City-owned native habitats to ensure their long-term biological viability.
 - a. Educate the public about the impacts invasive plant species have on open space.
 - b. Remove, avoid, or discourage the planting of invasive plant species.
 - c. Pursue funding for removal of established populations of invasive species within open space.
- CE-G.2. Prioritize, fund, acquire, and manage open spaces that preserve important ecological resources and provide habitat connectivity.
- CE-G.3. Implement the conservation goals/policies of the City's MSCP Subarea Plan, such as providing connectivity between habitats and limiting recreational access and use to appropriate areas.
- CE-G.4. Protect important ecological resources when applying floodplain regulations and development guidelines.
- CE-G.5. Promote aquatic biodiversity and habitat recovery by reducing hydrological alterations, such as grading a stream channel.



H. Wetlands

Goals

- ◆ Preservation of San Diego's rich biodiversity and heritage through the protection and restoration of wetland resources.
- ◆ Preservation of all existing wetland habitat in San Diego through a "no net loss" approach.

Discussion

San Diego supports a unique assemblage of wetlands that are not specifically addressed in the Multiple Species Conservation Program (see Section G). These include tidal and freshwater marshes, riparian wetlands and vernal pools. Wetlands are vitally important to the survival of many fish, birds, and plants. Waterways and their riparian areas are critical habitats for a variety of wildlife. Straightening, cementing over, and otherwise altering waterways and wetlands removes the opportunities for biodiversity and also impacts important ecological processes that remove pollutants and improve water quality. The health of wetland areas is an important indicator of ecosystem health, and of the sustainability of human activity within a watershed.



Endangered species monitoring



Otay Mesa vernal pool

Wetlands protect surface water quality by slowing the erosive forces of moving water. They provide a natural means of flood control and damage prevention by reducing flood peaks, thereby protecting against the loss of life and property. Wetlands intercept and filter waterborne sediments, excess nutrients, heavy metals and other pollutants, thereby improving water quality.

California has lost 90 percent of its historical wetlands, and only five percent of the state's coastal wetlands remain. Appreciation of the value of wetlands has grown, as have laws calling for their protection, yet wetlands are still threatened. The following policies highlight the importance of wetlands and offer guidance for their protection and restoration.



Policies

- CE-H.1. Use a watershed planning approach to preserve and enhance wetlands.
- CE-H.2. Facilitate public-private partnerships that improve private, federal, state and local coordination through removal of jurisdictional barriers that limit effective wetland management.
- CE-H.3. Seek state and federal legislation and funding that support efforts to research, classify, and map wetlands including vernal pools and their functions, and improve restoration and mitigation procedures.
- CE-H.4. Support the long-term monitoring of restoration and mitigation efforts to track and evaluate changes in wetland acreage, functions, and values.
- CE-H.5. Support research and demonstration projects that use created wetlands to help cleanse urban and storm water runoff, where not detrimental to natural upland and wetland habitats.
- CE-H.6. Support educational and technical assistance programs, for both planning and development professionals, and the general public, on wetlands protection in the land use planning and development process.
- CE-H.7. Encourage site planning that maximizes the potential biological, historic, hydrological and land use benefits of wetlands.
- CE-H.8. Implement a "no net loss" approach to wetlands conservation in accordance with all city, state, and federal regulations.
- CE-H.9. Consider public health, access, and safety, including pest and vector control, on wetland creation and enhancement sites.

I. Sustainable Energy

Goal

- ♦ An increase in local energy independence through conservation, efficient community design, reduced consumption, and efficient production and development of energy supplies that are diverse, efficient, environmentally sound, sustainable, and reliable.

♦ Discussion

California's energy supply has fluctuated in its ability to meet demand over the last 30 years, notably during peak economic growth periods. San Diego's main drivers of energy demand are population, economic development, housing, and land use. Establishing more local energy



sources, with an emphasis on clean, renewable sources, will provide increased economic stability and environmental benefits. Using renewable energy sources reduces dependence on fossil fuels and also helps to reduce carbon dioxide and other gases in the atmosphere. Water conservation also helps reduce energy use, as almost 60 percent of the energy used by the City organization goes for pumping water and sewage. Energy efficient land use and transportation policies are addressed in this section, as well as in the Land Use and Mobility Elements.

Policies

- CE-I.1. Maintain a centralized Energy Conservation and Management Program and Comprehensive Plan for all City operations.
- CE-I.2. Coordinate City energy planning programs with federal, state and regional agencies. Maximize energy efficiency, use of clean renewable resources, and demand response.
- CE-I.3. Pursue state and federal funding opportunities for research and development of alternative and renewable energy sources.
- CE-I.4. Maintain and promote water conservation and waste diversion programs to conserve energy.
- CE-I.5. Support the installation of photovoltaic panels, and other forms of renewable energy production.
 - a. Seek funding to incorporate renewable energy alternatives in public buildings.
 - b. Promote the use and installation of renewable energy alternatives in new and existing development.
- CE-I.6. Develop emergency contingency plans, in cooperation with other local agencies and regional suppliers, to assure essential energy supplies and reduce non-essential consumption during periods of energy shortage.
- CE-I.7. Pursue investments in energy efficiency and direct sustained efforts towards eliminating inefficient energy use.
- CE-I.8. Improve fuel-efficiency to reduce consumption of fossil fuels.
- CE-I.9. Implement local and regional transportation policies that improve mobility and increase energy efficiency and conservation.
- CE-I.10. Use renewable energy sources to generate energy to the extent feasible.
- CE-I.11. Collaborate with others to develop incentives to increase the use of renewable energy sources or reduce use of non-renewable energy sources.
- CE-I.12. Use small, decentralized, aesthetically-designed, and appropriately-sited energy efficient power generation facilities to the extent feasible.
- CE-I.13. Promote and conduct energy conservation education.



J. Urban Forestry

Goal

- ◆ Protection and expansion of a sustainable urban forest.

Discussion

Trees in the urban landscapes are an effective, low-technology way to help meet "green" building goals and reduce heat islands, while also achieving other environmental and economic benefits. The City's urban forest, comprised of publicly and privately owned trees, helps reduce energy consumption, improve air quality, reduce storm water runoff, decrease soil erosion, improve the pedestrian environment, reduce glare, and improve community image and aesthetics. These benefits increase when the size and extent of the tree canopy is increased. Studies have shown that urban trees offer returns far greater than their cost of planting and upkeep. For these reasons, the City has landscape standards and a policy for tree protection.

Policies

- CE-J.1. Develop, nurture, and protect a sustainable urban/community forest.
- a. Seek resources and take actions needed to plant, care for, and protect trees in the public right-of-way and parks and those of significant importance in our communities.
 - b. Plant large canopy shade trees, where appropriate and with consideration of habitat and water conservation goals, in order to maximize environmental benefits.
 - c. Seek to retain significant and mature trees.

The Benefits of Trees

- Strategically placed trees around buildings can lower air conditioning bills, and windbreak trees can reduce winter heating bills.
- Tree root systems hold soil in place, preventing erosion. Trees also absorb storm water and reduce peak storm runoff.
- Trees help cleanse the environment. During photosynthesis, trees absorb, or sequester carbon dioxide and convert it into oxygen. Trees also remove sulfur dioxide, nitrogen oxide, and particulates from the air.
- City trees help to counter the urban heat island effect.
- Trees reduce noise pollution by acting as a buffer and absorbing urban noise.
- Trees help create attractive and desirable shopping districts. Mature trees also raise property values.
- Trees provide homes for animals that would otherwise be unable to survive in an urban habitat.
- Tree-lined streets help calm traffic and encourage walking.



Conservation Element

- d. Provide forest linkages to connect and enhance public parks, plazas, recreation and open space areas (see also Mobility Element, Policies ME-A.6 and ME-A.7, and Recreation Element, Policy RE-D.6).

CE-J.2. Include community street tree master plans in community plans.

- a. Prioritize community streets for street tree programs.
- b. Identify the types of trees proposed for those priority streets by species (with acceptable alternatives) or by design form.
- c. Integrate known protected trees and inventory other trees that may be eligible to be designated as a protected tree.

CE-J.3. Develop community plan street tree master plans during community plan updates in an effort to create a comprehensive citywide urban forest master plan.

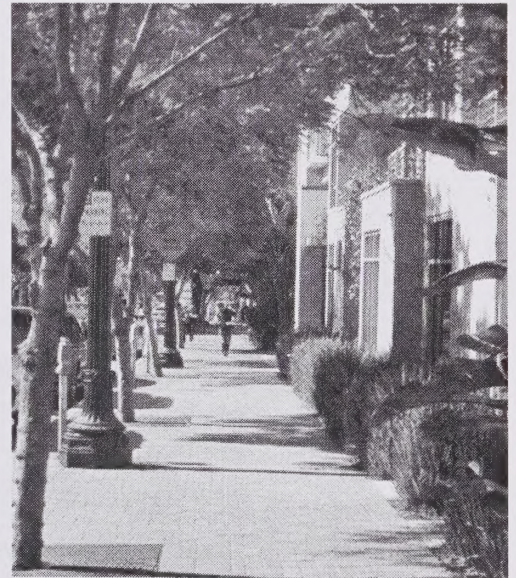
CE-J.4. Continue to require the planting of trees through the development permit process.

- a. Consider tree planting as mitigation for air pollution emissions, storm water runoff, and other environmental impacts as appropriate.

CE-J.5. Support public outreach efforts to educate City staff, the business community, and the general public on the environmental and economic benefits of trees.

City of San Diego Landscape Regulations

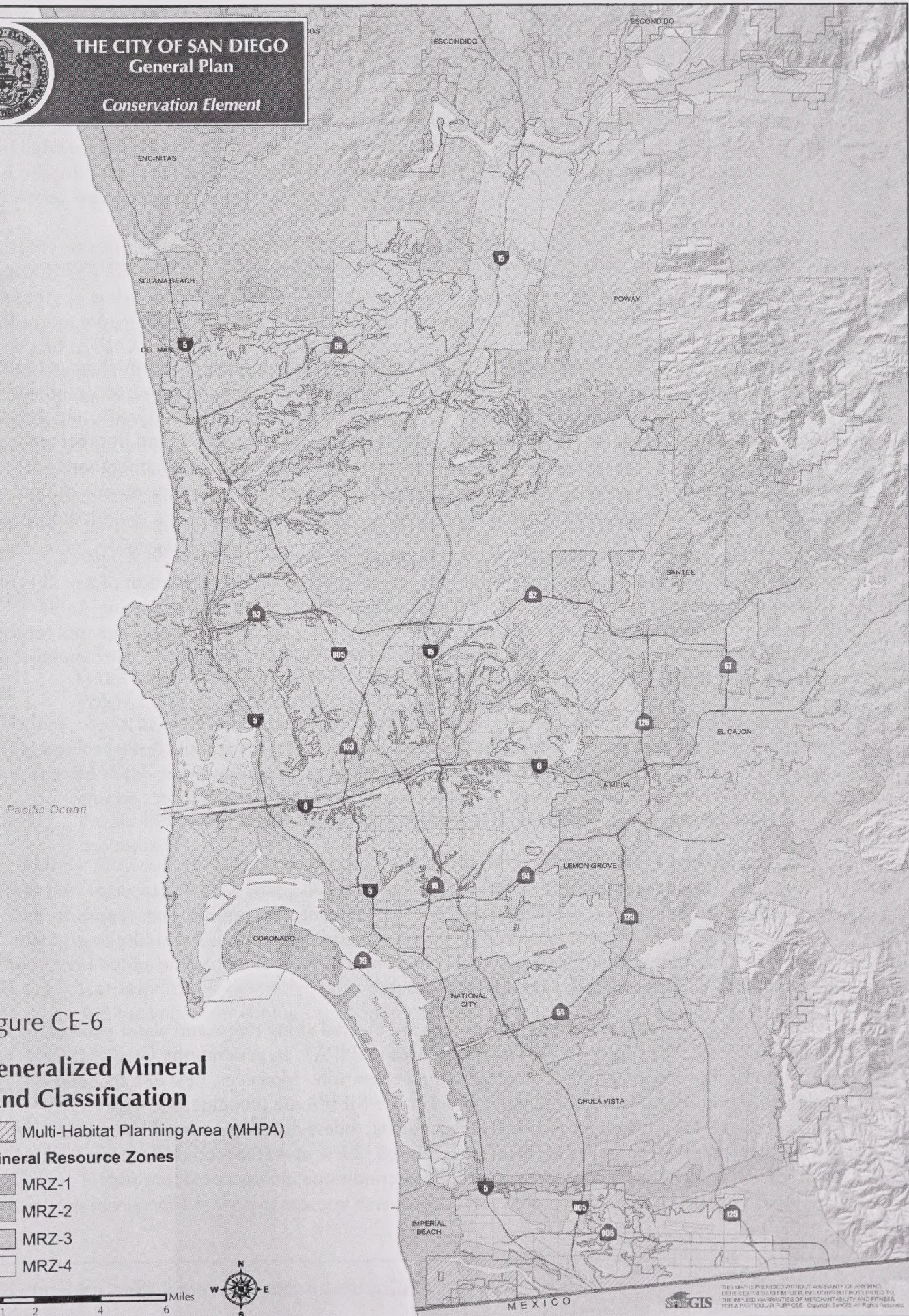
Landscape regulations (Municipal Code Chapter 14, Article 2, Division 4) are in place and designed to: minimize the erosion of slopes and disturbed lands through revegetation; conserve energy by the provision of shade trees over streets, sidewalks, parking areas and other paving; conserve water through low-water-using planting and irrigation design; reduce the risk of fire through site design and the management of flammable vegetation; and to improve the appearance of the built environment by increasing the quality and quantity of landscaping visible from public rights-of-way, private streets, and adjacent properties.





THE CITY OF SAN DIEGO General Plan

Conservation Element





K. Mineral Production

Goal

- ◆ Balance mineral production and conservation with habitat and topography protection.

Discussion

San Diego's important mineral resources include salt, sand, and gravel, all of which have been produced in San Diego for many decades. San Diego's aggregate mineral resources (sand and gravel) provide necessary materials for the local economy. Extraction of sand, rock, and gravel, began in Mission Valley in 1913. Extraction still occurs in Mission Valley and in other areas of the City such as Carroll Canyon and Mission Gorge. There are also mining operations within the Multiple Species Conservation Program (MSCP) subarea plan, consisting mainly of sand, rock, and gravel extraction using open pit mining.

Mineral deposits that are acceptable for use as Portland Cement Concrete (PCC) grade aggregate are the rarest and most valuable of aggregate resources. The location of San Diego's high quality mineral resource areas are shown on Figure CE-6, Generalized Mineral Land Classification, as Mineral Resource Zone (MRZ)-two areas. These are areas designated for the managed production of mineral resources. State law requires cities to plan for the beneficial management of these valuable mineral resources.

The use of locally mined materials for San Diego's development is desirable as it reduces the need for trucking materials over long distances. This, in turn, results in decreased energy use, and fewer traffic, infrastructure, and air quality impacts, as well as lower direct costs to the consumer and local government. Local use may also result in fewer direct mining environmental impacts to remote, less regulated areas outside the City.

Due to competing demands for precious open lands, access to aggregate reserves in western San Diego County have significantly decreased over the past 20 years. Urbanization, as well as the designation of lands within the MSCP, and the depletion of active mines, contributes to the shortage of materials. Reclamation and recycling of building materials must take on a greater importance in order to continue meeting our local needs. Recycling has the added benefit of reducing the amount of waste entering landfills.

Many of the City's existing mining operations are located along rivers and water courses, in areas with the City's Multi-Habitat Planning Area (MHPA). In general, the City's MSCP provides for the continuation of existing mining operation. However, new or expanded mining operations on lands conserved as part of the MHPA are incompatible with MSCP preserve goals for covered species and their habitats, unless otherwise agreed to by the wildlife agencies at the time the parcel is conserved. New operations could be permitted in the MHPA if: 1) impacts have been assessed and conditions incorporated to mitigate biological impacts and restore mined areas; 2) adverse impacts to covered species in the



MHPA have been mitigated consistent with the Subarea Plan; and 3) requirements of other City land use policies and regulations have been satisfied. The MSCP requires that existing and new mining operations adjacent to or within the MHPA adequately protect adjacent preserved areas and covered species.

San Diego's salt production occurs within the South San Diego Bay Unit of the San Diego National Wildlife Refuge. Within this refuge, approximately 1,050 acres of salt ponds are currently in active salt production. A commercial solar salt operation is permitted to operate within the refuge. This operation, which occurs on approximately 1,035 acres at the southern most end of San Diego Bay, has produced salt at this site for more than 130 years. The current facility consists of a series of diked ponds that facilitate the concentration and precipitation of salts from bay water. Although the salt ponds are a unique local industry, they do not represent a large share of the salt production market. As a result, salt production may be relocated. The salt ponds are also valuable as an irreplaceable habitat for many bird species. Each year, birds use the ponds to nest, feed, and roost. It is one of the few large areas remaining along the highly urbanized Southern California coast where large bird populations can gather. The U.S. Fish and Wildlife's draft Comprehensive Conservation Plan (CCP) is considering restoring the commercial salt ponds for wildlife.

Policies

- CE-K.1. Promote the recycling and reclamation of construction materials to provide for the City's current and future growth and development needs (see also Public Facilities, Policy PF-I.1 and Conservation Element, Policy CE-A.8).
- CE-K.2. Permit new or expanding mining operations within the MHPA in accordance with MSCP policies and guidelines.
- CE-K.3. Produce sand and gravel with minimal harm and disturbance to adjacent property and communities.
- CE-K.4. Plan rehabilitation of depleted mineral areas to facilitate reuse consistent with state requirements, the Surface Mining and Reclamation Act (SMARA), and local planning goals and policies, including the MSCP.
- CE-K.5. Consider local evaporative salt production for future economic value, open space use, and for important ecological habitat.



L. Agricultural Resources

Goals

- ◆ Retention of productive agricultural lands.
- ◆ Greater use of sustainable agriculture practices.
- ◆ Reduction in land use conflicts between agriculture and other land uses.
- ◆ Retention of the rural agricultural character of river valleys.

Discussion

Agriculture has been an important factor in the history and local economy of San Diego. San Diego's unique location and combination of climate, soil types, and international border location have created an agricultural industry which produces off-season and specialty crops, including avocados, citrus, tomatoes, flowers and nursery stock.

Soils in San Diego vary appreciably in origin, degree of weathering, depth and texture. The Natural Resource Conservation Service (formerly Soil Conservation Service) has classified lands according to their productive capability, taking into account specific qualities of the soil slope of the land, degree of wetness, flooding hazards and other factors. There are still many locations in San Diego which have the productive soil and the other requisites to be especially well suited for agricultural purposes. In San Diego, the best remaining agricultural soils are found in broad river valleys. The City has developed programs to keep these valleys predominately agricultural through lease agreements, such as in San Pasqual Valley where agriculture comprises approximately 30 percent of the land use.

The approximately 14,000-acre San Pasqual Valley Plan Area, largely owned by the City of San Diego Water Department, is within the San Dieguito River Basin and contains the Hodges Reservoir and significant groundwater resources. The City of San Diego acquired the valley in the late 1950s for water supply purposes. The valley also serves as a valuable agricultural, biological, scenic, and recreational resource. The San Pasqual Valley Plan (1995) calls for: optimization of water supply and quality, preservation of rural character, retention of agriculture, habitat preservation, and creation of an open space park among other goals. The City of San Diego has reaffirmed its commitment to protection and wise management of the San Pasqual Valley through the San Pasqual Vision Plan with a series of ten directives which identify detailed plan implementation actions.

A core principle of sustainability involves meeting basic human needs, such as food, shelter, and water, via renewable sources as close to their consumption as possible. Although the City has limited options for agriculture because of its urbanized nature, it can help support the availability of sustainable local food choices by providing opportunities for community farms and gardens, and public spaces suitable for local farmers' markets (see also Recreation Element, Policies RE-E.8 and RE-A.6.b, and Urban Design Element, Policy UD-E.1). Farmer's markets provide access to local, and potentially healthier, food choices.



Policies

- CE-L.1. Manage agricultural activity to minimize soil erosion and minimize the release of contaminants into surface and groundwater resources.
- CE-L.2. Limit retail activity in agriculturally-designated areas to uses that are reasonably related to agriculture (e.g., sale of locally grown farm products).
- CE-L.3. Encourage agricultural operations such as community farms and gardens (especially on City-leased lands) to provide for educational experiences which demonstrate the history, importance and value of agricultural operations.
- CE-L.4. Continue water reclamation research programs to develop realistic methods of providing inexpensive means of leaching soils, irrigating crops and preventing salt water intrusion.
- CE-L.5. Integrate agriculture and sustainability principles that promote clean air and water, and healthy soils, habitats, and ecosystems.
 - a. Encourage sustainable agricultural and water quality best management practices, such as tillage, use of grass filter strips, runoff detention basins, and organic farming, on all private land and require BMPs on new or renewed City land leased for agricultural purposes. Provide the minimum amount of flood control/channelization.
 - b. Encourage sustainable agricultural operations, especially on City-leased lands, to offer more sustainable, local food choices.
- CE-L.6. Provide mechanisms to permit private land owners of prime agricultural lands to take advantage of the Williamson Act.
- CE-L.7. Balance the economic benefits provided by agricultural uses with the competing water resource, biological and cultural resource management and recreation priorities.



M. Border/International Conservation

Goal

- ♦ A sustainable, safe, and healthy San Diego-Baja California border environment.

Discussion

San Diego is a part of the California-Baja California border region. While divided by the U.S. - Mexico international border, the region shares environmental issues that cross political boundaries. Rapid population growth and economic development have resulted in environmental problems and challenges. Collaboration at the local, state and federal government levels of both countries is needed to address these challenges and work toward achieving a sustainable, safe, and healthy environment.



Tijuana River

Many environmental protection and public health programs have arisen from the U.S. - Mexico collaborations. One of these is the Border Environmental Program: Border 2012 Program. This program was developed by the U.S. Environmental Protection Agency (EPA) and Mexico's Secretariat of Environment and Natural Resources (SEMARNAT), in partnership with the U.S. Department of Health and Human Services, the Mexican Secretariat of Health, and other federal agencies, with the active participation from local and state governments from both sides of the border, and U.S. border tribes. The mission of the Border 2012 program is "To protect the environment and public health in the U.S. - Mexico border region, consistent with the principles of sustainable development." The City participates in several Border 2012 task forces, as well as other border-area committees and initiatives.

San Diego's environment is also influenced by national security measures related to San Diego's location on the international border. Cars and trucks idling at the port of entry affect air quality and traffic. If biological or chemical substances were released on either side of the border, it could impact our shared air and water resources. The economic impact of border activities is discussed in the Economic Prosperity Element, and the potential response to a hazardous materials emergency (accidental or terrorist) is discussed in the Public Facilities, Services and Safety Element.



Key border environmental issues and their associated conservation efforts include:

Habitat – The border region is one of the most ecologically diverse in the world, with a large number of threatened and endangered species and habitats. Organizations from both countries are working together to promote binational habitat corridors and protect biodiversity. The San Diego Association of Governments (SANDAG) is responsible for coordinating habitat corridor planning in the San Diego region and across San Diego's borders.

Water Quality – Water is the most limited resource in this primarily arid region. Surface and groundwater resources are threatened by contamination, including agricultural runoff, industrial discharge, and untreated sewage. Increasing demand for water has led to the rapid depletion of aquifers. Inadequate water supply and inefficient use of water could limit future regional development.

The cities of San Diego, Tijuana, and Tecate share the Tijuana River Watershed, which encompasses approximately 1,750 square miles (approximately one-third in California and two-thirds in Baja California). A watershed is an area that drains water, sediment, and dissolved materials to a common outlet. A diverse team of researchers and practitioners, as a part of a Binational Vision Project for the Tijuana River Watershed, has been working to gather baseline information, identify stakeholders, develop a binational vision, and recommend strategies for achieving the vision.

A major source of watershed pollution is derived from extensive urbanization from the cities and communities in both countries. These pollutants include toxins and sewage that flow into the Tijuana River and drain into the Pacific Ocean. The pollutants cause public health hazards and beach closures. Corrective action is underway through the Tijuana Sewer Rehabilitation Project to rehabilitate or replace deteriorated sewer pipes in Tijuana. In addition, the International Wastewater Treatment Plant (IWTP), constructed in the U.S. in 1997, has helped reduce the amount of dry weather flows that cross the border. However, the plant is still not in compliance with its discharge permit which requires secondary treatment. U.S. federal government actions are needed to improve the level of treatment and the quantity of sewage treated.

Groundwater is also impacted by pollutants that enter the watershed. Groundwater quality is impacted by factors including the release of toxic and non-toxic pollutants, overuse resulting in subsidence or seawater intrusion of aquifers, and pollution at wellheads and water recharge areas.

The City has been involved in several binational projects related to water quality and wastewater, including working on a Tijuana aquifer report with the U.S. Department of Energy, participating in technology transfer workshops, testing wastewater in Tijuana, and exploring opportunities for the sale of recycled water to Mexico.





Air Quality – Pollutants from a number of sources including trucks and passenger vehicles, power plants and industrial facilities, agricultural operations, mining, dust from unpaved roads, and open burning of trash have affected urban and regional air quality along the U.S. - Mexico border.

Air quality concerns have traditionally been dealt with separately in each nation. However, there is growing concern that air pollution from one side of the border may have negative effects on the other side, particularly since a number of new power plants have been built and are planned along the California-Baja California border. In addition, heightened security measures have slowed border-crossing times for the more than 2,500 trucks that cross the border every day. These idling trucks impact San Diego's air quality. Auto emissions from older vehicles in Mexico, that are not subject to California emissions control regulations, are also a concern. Various legislative solutions and pilot projects are being discussed to address these issues.

Waste Management – The inappropriate disposal of hazardous and solid waste poses a threat to environmental and public health. Binational workgroups have been established to assess hazardous and solid waste problems in the border area, improve the monitoring of the trans-boundary movements of hazardous waste, identify hazardous waste generators and management facilities in the region, and establish a notification system regarding new facilities. The City has signed a binational agreement along with the county of San Diego and the city of Tijuana for the notification of hazardous materials incidents along the two miles north and south of the border area.

Workgroups are also investigating waste management capacity (both institutional and in terms of infrastructure) and working to increase capacity where needed. Related to this effort, the City has provided technical assistance to the city of Tijuana in its efforts to site a new landfill. The City is also actively pursuing solutions to address used tire disposal. Piles of scrap tires are an environmental problem because they pose a risk to health and the environment from emissions from tire fires, which are difficult to extinguish, and because they serve as breeding grounds for mosquitoes.

Policies

- CE-M.1. Collaborate with SANDAG to plan for, conserve, and manage habitat corridors that cross political boundaries.
- CE-M.2. Continue to participate in the Tijuana River Watershed Binational Vision Project to improve the health of the watershed.
- CE-M.3. Continue to support intergovernmental collaboration and participate in initiatives, programs and task forces at all three levels of government, in the U.S. and Mexico, to protect the environment, conserve resources, and protect public health in the California-Baja California border region. Areas of concern include but are not limited to those listed below.
 - a. Shorten border crossing times to lessen the idling of cars and trucks.



- b. Prevent untreated sewage from entering the U.S. and affecting the Tijuana River Valley and South San Diego beaches.
- c. Stop trash, waste tires, and silt from crossing the border and polluting the Tijuana River Valley.

CE-M.4. Continue to develop relationships and collaborate with the Baja California cities of Tijuana, Playas de Rosarito, and Tecate to further environmental protection and conservation efforts.

CE-M.5. Collaborate with U.S. and Mexican authorities to protect the residents of border communities from harmful environmental impacts from projects on both sides of the San Diego-Baja California border.

- a. Recognize that border-area residents are disproportionately at risk from environmental pollutants and take steps to reduce those risks.
- b. Promote the participation of local residents and stakeholders in developing solutions to environmental problems.
- c. Work with appropriate organizations to establish a trans-border environmental impact assessment process.
- d. Encourage participation in, and development of mutually beneficial educational outreach projects on issues of common concern, such as illegal tire disposal.

N. Environmental Education

Goals

- ◆ Widespread public awareness of how the individual and cumulative actions of individuals, organizations, and businesses affect the environment.
- ◆ Provision of programs that increase awareness of and promote conservation.

Discussion

Environmental education and opportunities for public discussion of environmental issues are important ways to share information about the environment and how we impact it. Education offers individuals the information they need to make informed decisions on how their everyday actions may affect the environment. Increased public awareness also leads to better collective decisions on solutions to environmental issues. Decision-makers are better able to determine a successful approach to complex environmental issues with an informed citizenry participating and monitoring progress.





Policies

- CE-N.1. Utilize state and local legislation to continue to expand City programs that create and sponsor environmental education in cooperation with K-12 schools, colleges, museums, community groups, non-profits, and government agencies.
- CE-N.2. Maintain educational programs to sustain public awareness of the importance of resource conservation (e.g., energy, water, and open space), the continued existence of long-term resource demand challenges, and specific conservation tactics that are recommended.
- CE-N.3. Continue and expand City and regional transportation demand management programs that promote fuel-efficient alternatives to driving alone, such as ridesharing, transit, bicycling, walking, and teleworking (see also Mobility Element, Section E).
- CE-N.4. Publicize voluntary water and energy conservation measures that focus on reducing waste and decreasing the possibility of rationing and other undesirable restrictions.
- CE-N.5. Actively encourage public discussion of air quality policies, understanding that it is individual decisions that are an essential component to their success.
- CE-N.6. Educate citizens and City staff about both short- and long-term risks associated with the use and disposal of hazardous materials.
- CE-N.7. Support education programs on waste minimization, reuse, recycling and resource recovery that involve the media, schools, industry, government, and academia.
- CE-N.8. Implement water quality education programs focused on pollution prevention techniques for the public, municipal employees, and businesses.
- CE-N.9. Expand educational opportunities within open space lands and regional parks.





Noise Element

Purpose

To protect people living and working in the City of San Diego from excessive noise.

Introduction

Noise at excessive levels can affect our environment and our quality of life. Noise is subjective since it is dependent on the listener's reaction, the time of day, distance between source and receptor, and its tonal characteristics. At excessive levels, people typically perceive noise as being intrusive, annoying, and undesirable.

The most prevalent noise sources in San Diego are from motor vehicle traffic on interstate freeways, state highways, and local major roads generally due to higher traffic volumes and speeds. Aircraft noise is also present in many areas of the City. Rail traffic and industrial and commercial activities contribute to the noise environment.



The City is primarily a developed and urbanized city, and an elevated ambient noise level is a normal part of the urban environment. However, controlling noise at its source to acceptable levels can make a substantial improvement in the quality of life for people living and working in the City. When this is not feasible, the City applies additional measures to limit the effect of noise on future land uses, which include spatial separation, site planning, and building design techniques that address noise exposure and the insulation of buildings to reduce interior noise levels.

The Noise Element provides goals and policies to guide compatible land uses and the incorporation of noise attenuation measures for new uses to protect people living and working in the City from an excessive noise environment. This purpose becomes more relevant as the City continues to grow with infill and mixed-use development consistent with the Land Use Element.

Noise Scales

Noise is usually measured in decibels (dB), because of the great dynamic range of the human ear. Decibels (dB) are based on a logarithmic scale that compresses the wide range in sound pressure levels to a more usable range of numbers. People judge a sound that is 10 dB higher than another sound as being twice as loud, and 20 dB higher four times as loud, and so forth. A-weighted decibels (dBA) measured on a sound level meter use the A-weighted filter, which de-emphasizes the very low, and very high frequency components of the sound, placing greater emphasis on those frequencies within the sensitivity range of the human ear. The A-weighted filter adjusts



Noise Element

the scale or “fine-tunes” it for hearing by humans. Everyday sounds normally range from 30 dBA (very quiet) to 100 dBA (very loud). Common indoor and outdoor noise levels are listed on Table NE-1.

Community Noise Equivalent Level (CNEL) is the predominant noise rating scale used in California for land use compatibility. The CNEL rating represents the average of equivalent noise levels at a location for a 24-hour period, based on an A-weighted decibel with upward adjustments added to account for increased noise sensitivity in the evening and night periods in order to account for the lower tolerance of individuals to noise during those periods. All noise levels used in the Noise Element are dBA CNEL, unless otherwise indicated.

Urban areas typically have a higher ambient noise level, which is the composite of noise from all normal background noise sources at a given location. Single event noises such as an aircraft flyover can affect the background noise level. Single-Event Noise Exposure Level (SENEL) or Sound Exposure Level (SEL) is a rating scale used to measure single event noises. The SENEL measures the duration between the initial and final times for which the sound level of the single event exceeded the background noise level. It takes into account the maximum noise level (LMax) and the duration of the event.

The amount of time noise exceeds a threshold level is another measure used to analyze single event noises. The threshold can be set at any noise level for instance, 65 or 75 dBA. It typically uses minutes per day that the noise level exceeds the threshold level.

TABLE NE-1 Common Indoor and Outdoor Noise Levels

Noises	Sound Level dBA
Threshold of pain	140
Leaf blower/Car horn	110
Gas lawn mower at 3 feet	100
Diesel truck at 50 feet /Food blender at 3 feet	90
MD 80 Passenger Plane at 1,500 feet	85
Diesel truck at 50 feet at 40 mph	84
Garbage disposal at 3 feet/Motorcycle at 25 feet	80
Car at 25 feet at 65 mph	77
Vacuum cleaner at 10 feet	70
Heavy traffic at 300 feet/Air-conditioner at 100 feet	60
Dishwasher next room	50
Quiet residential area	40
Library	35
Threshold of hearing	0



Regulations

Many regulations, plans, and studies adopted by the state, the Airport Land Use Commission, the military, or the City directly relate to the Noise Element and assist in its implementation as listed on Table NE-2.

**TABLE NE-2 Related Regulations and Plans
Used to Implement the Noise Element**

Regulation	Description
Airport Noise Compatibility Planning (Code of Federal Regulations, Part 150)	Part 150 identifies compatible land uses with various levels of noise exposure to noise by individuals for local jurisdictions to use as guidelines, since the federal government does not have local land use control.
California Environmental Quality Act (CEQA)	CEQA considers exposure to excessive noise an environmental impact. Implementation of CEQA ensures that during the decision-making stage of development, City officials and the public will be informed of any potentially excessive noise levels and available mitigation measures to reduce them to acceptable levels.
California Noise Insulation Standards (California Code of Regulations, Title 24)	Title 24 establishes an interior noise standard of 45 dBA for multiple unit and hotel/motel structures. Acoustical studies must be prepared for proposed multiple unit residential and hotel/motel structures within the Community Noise Equivalent Level (CNEL) noise contours of 60 dBA or greater. The studies must demonstrate that the design of the building will reduce interior noise to 45 dBA CNEL or lower.
California Airport Noise Standards (California Code of Regulations Title 21)	Title 21 establishes that the 65 dbA CNEL is the acceptable level of aircraft noise for persons living near an airport.
Air Installations Compatible Use Zones (AICUZ) Study (US Department of Defense)	The AICUZ study establishes land use strategies and noise and safety recommendations to prevent the encroachment of incompatible land use from degrading the operational capability of military air installations.
Airport Land Use Compatibility Plans (ALUCP) (Public Utilities Code, §21670, et seq.)	The ALUCPs promote compatibility between public use and military airports and the land uses that surround them to the extent that these areas are not already devoted to incompatible land uses. The City is required to modify its land use plans and ordinances to be consistent with the ALUCPs or to take steps to overrule the Airport Land Use Commission (ALUC).
The City of San Diego Noise Abatement and Control Ordinance (Municipal Code Section 59.5.0101 et seq.)	Provides controls for excessive and annoying noise from sources such as refuse vehicles, parking lot sweepers, watercraft, animals, leaf blowers, alarms, loud music, and construction activities.



A. Noise and Land Use Compatibility

Goal

- ◆ Consider existing and future noise levels when making land use planning decisions to minimize people's exposure to excessive noise.

Discussion

The Noise Element influences Land Use Element policies since excessive noise affects land uses, specifically, the quality of life of people working and living in the City. The planning of future noise-sensitive land uses should have a sufficient spatial separation or incorporate site design and construction techniques to ensure compatibility with noise-generating uses. Noise-sensitive land uses include, but are not necessarily limited to residential uses, hospitals, nursing facilities, intermediate care facilities, child educational facilities, libraries, museums, places of worship, child care facilities, and certain types of passive recreational parks and open space.

The City uses the Land Use - Noise Compatibility Guidelines shown on Table NE-3 for evaluating land use noise compatibility when reviewing proposed land use development projects. A "compatible" land use indicates that standard construction methods will attenuate exterior noise to an acceptable indoor noise level and people can carry out outdoor activities with minimal noise interference. Evaluation of land use that falls into the "conditionally compatible" noise environment should have an acoustical study. In general, an acoustical study should include, but is not limited to the analysis listed on Table NE-4, Acoustical Study Guidelines, with consideration of the type of noise source, the sensitivity of the noise receptor, and the degree to which the noise source may interfere with speech, sleep, or other activities characteristic of the land use. For land uses indicated as conditionally compatible, structures must be capable of attenuating exterior noise to the indoor noise level as shown on Table NE-3. For land uses indicated as incompatible, new construction should generally not be undertaken. Due to severe noise interference, outdoor activities are unacceptable and for structures, extensive mitigation techniques are required to make the indoor environment acceptable. Refer to Section I for a discussion of typical noise attenuation measures.

Policies

- NE-A.1. Separate excessive noise-generating uses from residential and other noise-sensitive land uses with a sufficient spatial buffer of less sensitive uses.
- NE-A.2. Assure the appropriateness of proposed developments relative to existing and future noise levels by consulting the guidelines for noise-compatible land use (shown on Table NE-3) to minimize the effects on noise-sensitive land uses.
- NE-A.3. Limit future residential and other noise-sensitive land uses in areas exposed to high levels of noise.



- NE-A.4. Require an acoustical study consistent with Acoustical Study Guidelines (Table NE-4) for proposed developments in areas where the existing or future noise level exceeds or would exceed the "compatible" noise level thresholds as indicated on the Land Use - Noise Compatibility Guidelines (Table NE-3), so that noise mitigation measures can be included in the project design to meet the noise guidelines.
- NE-A.5. Prepare noise studies to address existing and future noise levels from noise sources that are specific to a community when updating community plans.

TABLE NE-3 Land Use - Noise Compatibility Guidelines

Land Use Category	Exterior Noise Exposure (dBA CNEL)			
	60	65	70	75
<i>Open Space and Parks and Recreational</i>				
Community & Neighborhood Parks; Passive Recreation				
Regional Parks; Outdoor Spectator Sports, Golf Courses; Athletic Fields; Outdoor Spectator Sports, Water Recreational Facilities; Horse Stables; Park Maint. Facilities				
<i>Agricultural</i>				
Crop Raising & Farming; Aquaculture, Dairies; Horticulture Nurseries & Greenhouses; Animal Raising, Maintenance & Keeping; Commercial Stables				
<i>Residential</i>				
Single Units; Mobile Homes; Senior Housing		45		
Multiple Units; Mixed-Use Commercial/Residential; Live Work; Group Living Accommodations *For uses affected by aircraft noise, refer to Policies NE-D.2. & NE-D.3.		45	45*	
<i>Institutional</i>				
Hospitals; Nursing Facilities; Intermediate Care Facilities; Kindergarten through Grade 12 Educational Facilities; Libraries; Museums; Places of Worship; Child Care Facilities		45		
Vocational or Professional Educational Facilities; Higher Education Institution Facilities (Community or Junior Colleges, Colleges, or Universities)		45	45	
Cemeteries				
<i>Sales</i>				
Building Supplies/Equipment; Food, Beverages & Groceries; Pets & Pet Supplies; Sundries, Pharmaceutical, & Convenience Sales; Wearing Apparel & Accessories			50	50
<i>Commercial Services</i>				
Building Services; Business Support; Eating & Drinking; Financial Institutions; Assembly & Entertainment; Radio & Television Studios; Golf Course Support			50	50
Visitor Accommodations		45	45	45
<i>Offices</i>				
Business & Professional; Government; Medical, Dental & Health Practitioner; Regional & Corporate Headquarters			50	50



Noise Element

TABLE NE-3 Land Use - Noise Compatibility Guidelines (continued)

<i>Vehicle and Vehicular Equipment Sales and Services Use</i>				
Commercial or Personal Vehicle Repair & Maintenance; Commercial or Personal Vehicle Sales & Rentals; Vehicle Equipment & Supplies Sales & Rentals; Vehicle Parking				
<i>Wholesale, Distribution, Storage Use Category</i>				
Equipment & Materials Storage Yards; Moving & Storage Facilities; Warehouse; Wholesale Distribution				
<i>Industrial</i>				
Heavy Manufacturing; Light Manufacturing; Marine Industry; Trucking & Transportation Terminals; Mining & Extractive Industries				
Research & Development			50	
	Compatible	Indoor Uses	Standard construction methods should attenuate exterior noise to an acceptable indoor noise level. Refer to Section I.	
		Outdoor Uses	Activities associated with the land use may be carried out.	
	Conditionally Compatible	Indoor Uses	Building structure must attenuate exterior noise to the indoor noise level indicated by the number for occupied areas. Refer to Section I.	
		Outdoor Uses	Feasible noise mitigation techniques should be analyzed and incorporated to make the outdoor activities acceptable. Refer to Section I.	
	Incompatible	Indoor Uses	New construction should not be undertaken.	
		Outdoor Uses	Severe noise interference makes outdoor activities unacceptable.	

TABLE NE-4 Acoustical Study Guidelines

An acoustical study should include, but is not limited to the following analysis:

Provide noise level measurements to describe existing local conditions and the predominant noise sources.

Measure existing single event noise levels (SENEL, SEL, or Time Above) within airport influence areas.

Estimate existing and projected noise levels (CNEL) and compare them to levels on Table NE-2.

Recommend appropriate mitigation measures to achieve acceptable noise levels on Table NE-2.

Estimate noise exposure levels with recommended mitigation measures.

Describe a post-project assessment to evaluate the effectiveness of the proposed mitigation measures.



B. Motor Vehicle Traffic Noise

Goal

- ♦ Minimal excessive motor vehicle traffic noise on residential and other noise-sensitive land uses.

Discussion

Motor vehicle traffic noise is a major contributor of noise within the City. Excessive noise levels along arterial roads, interstate freeways, and state highways affect much of the urban environment. Traffic noise level is dependent upon traffic volume, speed, flow, vehicle mix, pavement type and condition, the use of barriers, as well as distance to the receptor.

Local roadway design features and traffic management and calming techniques can minimize noise from traffic speed and frequent vehicle acceleration and deceleration, and innovative roadway paving material can further reduce traffic noise. Vehicles equipped with a properly functioning muffler system help to limit excessive exhaust noise. Future use of hybrid transit buses could help to reduce noise along mixed-use transit corridors.

At higher speeds, typically on freeways, highways and primary arterials, the noise from tire/pavement interaction can be greater than from vehicle exhaust and engine noise. The use of lower noise paving surfaces can reduce tire/pavement interaction noise. For noise-sensitive land uses adjacent to freeways and highways, these uses should be buffered from excessive noise levels by intervening, less sensitive, industrial-commercial uses or shielded by sound walls or landscaped berms. The City can, however, influence daily traffic volumes and reduce peak-hour traffic by promoting alternative transportation modes and integration of mixed-use infill development. Although not generally considered compatible, the City conditionally allows multiple unit and mixed-use residential uses up to 75 dBA CNEL in areas affected primarily by motor vehicle traffic noise with existing residential uses. Any future residential use above the 70 dBA CNEL must include noise attenuation measures to ensure an interior noise level of 45 dBA CNEL and be located in an area where a community plan allows multiple unit and mixed-use residential uses.

Policies

- NE-B.1. Encourage noise-compatible land uses and site planning adjoining existing and future highways and freeways.
- NE-B.2. Consider traffic calming design, traffic control measures, and low-noise pavement surfaces that minimize motor vehicle traffic noise (see also Mobility Element, Policy ME-C.5 regarding traffic calming).



- NE-B.3. Require noise reducing site design, and/or traffic control measures for new development in areas of high noise to ensure that the mitigated levels meet acceptable decibel limits.
- NE-B.4. Require new development to provide facilities which support the use of alternative transportation modes such as walking, bicycling, carpooling and, where applicable, transit to reduce peak-hour traffic.
- NE-B.5. Designate local truck routes to reduce truck traffic in noise-sensitive land uses areas.
- NE-B.6. Work with Caltrans to landscape freeway-highway rights-of-way buffers and install low noise pavement surfaces, berms, and noise barriers to mitigate state freeway and highway traffic noise.
- NE-B.7. Promote the use of berms, landscaping, setbacks, and architectural design where appropriate and effective, rather than conventional wall barriers to enhance aesthetics.
- NE-B.8. Enforce the state vehicle code to ensure that motor vehicles are equipped with a functioning muffler and are not producing excessive noise levels.

C. Trolley and Train Noise

Goal

- ♦ Minimal excessive fixed rail-related noise on residential and other noise-sensitive land uses.

Discussion

Daily traffic from passenger and freight train and trolley operations produces noise that may disrupt adjacent noise-sensitive uses. Trains can generate high, yet relatively brief, intermittent noise events. The interaction of the steel wheels and rails is a major component of train noise. Factors that influence the overall rail noise include the train speed, train horns, type of engine, track conditions, use of concrete cross ties and welded track, the intermittent nature of train events, time of day, and sound walls or other barriers. When operating in residential areas, trains are required to travel at a reduced speed to minimize noise.

Federal regulations require trains to sound their horns at all roadway-rail grade crossings and the warning sound of train horns is a common sound experienced by communities near the rail corridor. In an effort to minimize excess train horn noise, the federal government allows local jurisdictions to establish train horn "quiet zones." This requires the implementation of supplementary and alternative safety measures to compensate for the loss of the train horn usage.



The state is planning for high-speed rail service that would connect the San Diego region to other regions in the state. Air turbulence noise generated from high-speed train traffic may affect noise-sensitive uses along the potential rail corridors.

Policies

- NE-C.1. Use site planning to help minimize exposure of noise sensitive uses to rail corridor and trolley line noise.
- NE-C.2. Work with the San Diego Association of Governments (SANDAG), Caltrans, Metropolitan Transit System (MTS), California High-Speed Rail Authority, and passenger and freight rail operators to install noise attenuation features to minimize impacts to adjacent residential or other noise-sensitive uses. Such features include rail and wheel maintenance, grade separation along existing and future rail corridors, and other means.
- NE-C.3. Establish train horn "quiet zones" consistent with the federal regulations, where applicable.
- NE-C.4. Work with SANDAG, Caltrans, MTS, and passenger and freight rail operators to install grade separation at existing roadway-rail grade crossings as a noise and safety measure.

D. Aircraft Noise

Goal

- ◆ Minimal excessive aircraft-related noise on residential and other noise-sensitive land uses.

Discussion

Aircraft noise primarily affects communities within an airport influence area. The noise impact or the perceived annoyance depends upon the noise volume, length of the noise event and the time of day. In general, aircraft noise varies with the type and size of the aircraft, the power the aircraft is using, and the altitude or distance of the aircraft from the receptor. Another variable affecting the overall impact of noise is a perceived increase in aircraft noise at night. The City evaluates the potential aircraft noise impacts on noise sensitive land uses when considering the siting or expansion of airports, heliports, and helistops/helipads as addressed in the Land Use Element.

Aircraft noise is one of the factors that the state-required Airport Land Use Compatibility Plan addresses with established policies for land use compatibility for each public use airport and military air installation. The Airport Land Use Compatibility Plan, as discussed in the Land Use Element, incorporates the California Airport Noise Standards that establishes the 65-dBA CNEL as the boundary for the normally acceptable level of aircraft noise for noise-sensitive land uses



including residential uses near airports. The City implements the noise policies contained in the compatibility plans through development regulations and zoning ordinances.

Since CNEL represents averaged noise exposure over a 24-hour period, there can be single event noise levels that may exceed the reported CNEL. Although there is no single event standard for aircraft noise exposure, the measurement of the duration and maximum noise levels during single event noises can assist in evaluating potential affects on future noise sensitive land uses.

Uses that have outdoor areas exposed to high levels of aircraft noise cannot mitigate noise levels to an acceptable level due to overflights. Noise-sensitive uses that have outdoor areas used daily by the occupants, such as schools for children and child care centers, are incompatible in areas that exceed the 65 dBA CNEL since mitigation measures cannot reduce exposure to outdoor play areas from prolonged periods of high aircraft noise.

San Diego International Airport (SDIA)

San Diego International Airport (SDIA) at Lindbergh Field is the commercial air carrier airport serving the region located in the City's urban center and is adjacent to downtown. Although various industrial, commercial, and residential uses surround the airport, residential is the primary use and the most affected by the airport. Primarily commercial air carrier aircraft with a limited number of general aviation corporate jet aircraft use SDIA. Normally, aircraft arrive from the east and depart to the west. Noise from aircraft taking off and climbing affect more areas west or adjacent to SDIA, whereas noise from aircraft approaching and landing affects fewer areas east of the airport. Commercial aircraft noise has been declining due to advances in engine technology. However, noise will affect more areas as operations at SDIA increase in the future.

The SDIA requires a variance from the California Airport Noise Standards in order to operate with noise in excess of the 65 dBA CNEL affecting residential uses. As the airport operator, the San Diego County Regional Airport Authority has implemented monitoring and mitigation measures to minimize aircraft noise affecting residential areas. The SDIA prohibits most late night takeoffs to help limit noise impacts. As a mitigation measure, the Quieter Home Program retrofits affected homes to reduce interior noise levels to an acceptable level. The variance requires that the Airport Authority obtain avigation easements for new residential uses and other noise sensitive uses above the 60 dBA CNEL and for participating homes in the Quieter Home Program.

Communities surrounding SDIA contain existing and planned areas for residential uses including higher-density residential uses. Higher-density residential structures use construction materials that can mitigate higher exterior noise levels to acceptable levels. Higher-density residential uses also contain limited outdoor areas, which limit the length of outdoor exposure to higher noise levels. Given the geographic extent of the areas above the 65 dBA CNEL within the SDIA airport influence area and the desire to maintain and enhance the character of these neighborhoods, the City conditionally allows future single unit, multiple unit, and mixed-use residential uses in the areas above the 65 dBA CNEL. Although not generally considered compatible with aircraft noise, the City conditionally allows multiple unit and mixed-use



residential uses above the 65 dBA CNEL only in areas with existing residential uses, and single unit residential uses only on existing single unit lots. Any future residential use above the 65 dBA CNEL must include noise attenuation measures to ensure an interior noise level of 45 dBA CNEL, provision of an aviation easement, and be located in an area where a community plan and the Airport Land Use Compatibility Plan allow residential uses.

Marine Corps Air Station (MCAS) Miramar

MCAS Miramar operates a mixture of jet fighter, transport, and helicopter aircraft. Noise from military air installations presents different noise issues compared to civilian airports. Military readiness requires constant training. Aircraft training includes touch and goes (takeoffs and landings with a close-in circuit around the airport), aircraft carrier simulated landings, practice instrument approaches, and normal departures to and arrivals from other installations or training areas. As a result, noise can affect more areas than from civilian airports. Helicopter noise can be an annoyance since helicopter noise events last longer and pulsate.

As indicated by the Air Installations Compatibility Use Zones (AICUZ) study, adjacent industrial and commercial uses are compatible with MCAS Miramar's noise levels. Noise from MCAS Miramar affects residential areas in surrounding communities. To minimize aircraft noise impact on residential areas, the Marine Corps implements noise abatement and monitoring programs as described in the AICUZ study.

Brown Field and Montgomery Field

Noise levels from Brown Field and Montgomery Field municipal airports are not as extensive as the noise levels from SDIA and MCAS Miramar. Typically, the smaller general aviation aircraft, both propeller and jet aircraft operate from Brown and Montgomery Fields.

Due to the length of its runways, Montgomery Field cannot accommodate all types of general aviation aircraft. Noise-compatible commercial and industrial uses are adjacent to the airport. Aircraft noise affects residential areas in surrounding communities. To minimize the impact on surrounding residential areas, Montgomery Field has a noise-monitoring program to assess aircraft noise and regulations, including a nighttime noise limits and a weight limit for aircraft using the airport.

General aviation propeller and jet aircraft, as well as law enforcement and military aircraft, use Brown Field. Noise-compatible open space and industrial uses are primarily adjacent to Brown Field. Aircraft noise affects residential uses to the west of the airport.

Airports Outside of the City

Aircraft noise from airports outside of the City is also less extensive than noise from SDIA and MCAS Miramar. Military aircraft operations at Naval Air Station (NAS) North Island and Naval Outlying Field (NOLF) Imperial Beach primarily use the airspace over the Pacific Ocean and the San Diego Bay. The primary traffic pattern for helicopters training at NOLF Imperial Beach is



along the Tijuana River Valley and then offshore. Overflight noise from general aviation aircraft operating at Gillespie Field has the potential to affect residential areas in the City west of the airport. Aircraft noise from commercial air carrier operations at the Tijuana International Airport in Mexico primarily affect open space and industrial uses adjacent to the international border in the Otay Mesa area.

Helicopter Operations

The noise levels associated with operations at a heliport or helipad/helistop depend upon the flight path, the helicopter types used, the number of operations, and the time of day. Helicopter activity from military helicopters, private, police, fire/rescue, medical, and news/traffic monitoring helicopters contribute to the general noise environment in the City. In particular, low-flying helicopters are a source of noise complaints in the City, especially at night. Within the City, most helicopters operate from existing airports. Emergency medical or public safety helicopters primarily use the few certified off-airport heliports.

Policies

- NE-D.1. Encourage noise-compatible land use within airport influence areas in accordance with federal and state noise standards and guidelines.
- NE-D.2. Limit future residential uses within airport influence areas to the 65 dBA CNEL airport noise contour, except for multiple-unit, mixed-use, and live work residential uses within the San Diego International Airport influence area in areas with existing residential uses and where a community plan and the Airport Land Use Compatibility Plan allow future residential uses.
- NE-D.3. Ensure that future multiple-unit, mixed-use, and live work residential uses within the San Diego International Airport influence area that are located greater than the 65 dBA CNEL airport noise contour are located in areas with existing residential uses and where a community plan and Airport Land Use Compatibility Plan allow future residential uses.
 - a. Limit the amount of outdoor areas subject to exposure above the 65 dBA CNEL; and,
 - b. Provide noise attenuation to ensure an interior noise level that does not exceed 45 dBA CNEL.
- NE-D.4. Discourage outdoor uses in areas where people could be exposed to prolonged periods of high aircraft noise levels greater than the 65 dBA CNEL airport noise contour.
- NE-D.5. Minimize excessive aircraft noise from aircraft operating at Montgomery Field to surrounding residential areas.



- a. Implement a noise-monitoring program to assess aircraft noise.
- b. Implement nighttime aircraft noise limits and a weight limit for aircraft using the airport.

NE-D.6. Encourage civilian and military airport operators, to the extent practical, to monitor aircraft noise, implement noise-reducing operation measures, and promote pilot awareness of where aircraft noise affects noise-sensitive land uses.

E. Commercial and Mixed-Use Activity Noise

Goal

- ♦ Minimal exposure of residential and other noise-sensitive land uses to excessive commercial and mixed-use related noise.

Discussion

Noise generated by ground floor commercial operations, maintenance, truck deliveries, and vehicular and pedestrian traffic can affect adjacent and aboveground floor residential areas. Noise attenuation methods in mixed-use buildings are essential to minimize excessive noise associated with nonresidential uses. Day and night commercial/entertainment activities and special and sporting events in the Downtown and other mixed residential/commercial-use areas located citywide can generate urban noise throughout the year. The City requires bars and nightclubs over five thousand square feet to minimize excessive noise to surrounding uses by limiting their hours of operation. The City's noise ordinance also limits noise levels to 65 dBA during the day and 60 dBA during the night generated on-site by commercial uses to minimize the effect of noise on adjacent sensitive land uses.

Policies

- NE-E.1. Encourage the design and construction of commercial and mixed-use structures with noise attenuation methods to minimize excessive noise to residential and other noise-sensitive land uses.
- NE-E.2. Encourage mixed-use developments to locate loading areas, parking lots, driveways, trash enclosures, mechanical equipment, and other noisier components away from the residential component of the development.
- NE-E.3. Encourage daytime truck deliveries to commercial uses abutting residential uses and other noise-sensitive land uses to minimize excessive nighttime noise unless there is no feasible alternative or there are overriding transportation benefits by scheduling deliveries at other hours.
- NE-E.4. Encourage commercial/entertainment uses to utilize operational measures that minimize excessive noise where it affects abutting residential and other noise-sensitive uses.



- NE-E.5. Implement night and daytime on-site noise level limits to address noise generated by commercial uses where it affects abutting residential and other noise-sensitive uses.
- NE-E.6. Encourage disclosure of potential noise problems for mixed-use and residential developments adjacent to commercial/entertainment uses at the time of sale. This would include notification of noise from related activities such as music, delivery vehicles, pedestrian and vehicular traffic, and other urban noise that may affect them.

F. Industrial Activity Noise

Goal

- ♦ Minimal exposure of residential and other noise-sensitive land uses to excessive industrial-related noise.

Discussion

Industrial land uses have the potential to be a noise source. The degree of noise generated by industrial uses is dependent upon various factors, including type of industrial activity, hours of operation, and the location relative to other land uses. Outdoor truck activity, air compressors, and generators are potential noise sources associated with industrial use that can interfere with noise-sensitive uses, which include residential uses. The City enforces the Noise Abatement and Control ordinance, which limits noise levels to 75 dBA generated on-site by industrial uses to minimize the effect of excessive industrial-related noise. Although not generally considered compatible, the City conditionally allows industrial uses except for research and development up to the 80 dBA CNEL in areas where community plans allow for industrial uses, surrounding industrial uses exist, and existing noise levels exceed 75 dBA CNEL, but ensure that industrial uses do not generate noise levels above 75 dBA.

Policies

- NE-F.1. Provide for sufficient spatial separation between industrial uses and residential and other noise-sensitive uses. This would include utilizing other feasible mitigation measures to reduce the noise source, such as noise attenuation methods, interrupting the noise path, or insulating the receptor to minimize the exposure of noise-sensitive uses to excessive industrial-related noise.
- NE-F.2. Encourage the design and construction of industrial development to minimize excessive off-site noise impacts to residential and other noise-sensitive uses.
- NE-F.3. Encourage industrial uses to utilize operation measures that minimize excessive noise where it affects abutting residential and other noise-sensitive uses.



- NE-F.4. Encourage daytime truck deliveries to industrial uses abutting residential uses and other noise-sensitive land uses to minimize excessive nighttime noise unless there is no feasible alternative or there are overriding transportation benefits by scheduling deliveries at other hours.

G. Construction, Refuse Vehicles, Parking Lot Sweepers, and Public Activity Noise

Goal

- ♦ Minimal exposure of residential and other noise-sensitive land uses to excessive construction, refuse vehicles, parking lot sweeper-related noise and public noise.

Discussion

Construction, refuse vehicle, and parking lot sweeper activity in all land use areas will temporarily elevate noise levels. The City recognizes that construction, refuse vehicle, and parking lot sweeper activities are necessary and noise control of these activities is limited. In an urban environment, excessive public noise such as barking dogs, leaf blowers, loud music, or car alarms can be disturbing and annoying. The City enforces the Noise Abatement and Control Ordinance, which addresses and limits excessive noise from these activities.

Policies

- NE-G.1. Implement limits on the hours of operation for non-emergency construction and refuse vehicle and parking lot sweeper activity in residential areas and areas abutting residential areas.
- NE-G.2. Implement limits on excessive public noises that a person could reasonably consider disturbing and/or annoying in residential areas and areas abutting residential areas.



H. Event Noise

Goal

- ◆ Balance the effects of noise associated with events with the benefits of the events.

Discussion

Events can enhance the lifestyle and provide benefits to the City's residents through the creation of unique venues for expression and entertainment. Events have the potential to generate noise within the communities where they are being held. This includes normal events at the ballpark and stadium as well as special events on City streets or parks. The noise levels for these activities are highly variable because the number of events occurring and the noise levels experienced from the events can fluctuate, especially for special events. The City enforces the Special Event Ordinance, which addresses and seeks to limit excessive noise from special events.

Policies

- NE-H.1. Coordinate special events with event promoters and organizers to minimize the effects of noise on adjacent residential uses to the degree feasible.
- NE-H.2. Ensure that the future residential and other noise-sensitive land uses adjacent to the ballpark and stadium are compatible with event noise levels.

I. Typical Noise Attenuation Methods

Goal

- ◆ Attenuate the effect of noise on future residential and other noise-sensitive land uses by applying feasible noise mitigation measures.

Discussion

Noise impacts can typically be abated by four basic methods: reducing the sound level of the noise generator, interrupting the noise path between the source and receiver, increasing the distance between the source and receiver, and insulating the receiver (building material and construction methods). All of the methods help to reduce interior noise levels, but only the first three help to reduce outside noise levels with the exception of aircraft noise. Tables NE-5 and NE-6 contain a list of the potential noise mitigation methods.



Reducing the Source Noise

Structure, vehicle, engine design or the use of mufflers may successfully quiet certain noise sources. Although the City has little direct control over noise produced by vehicles because state and federal noise regulations pre-empt local regulations, the most efficient and effective means of abating noise from transportation systems is to reduce the noise at the source. Noise generated by aircraft, motor vehicles, and trains, for example, may be abated through improved engine design. Traffic calming and traffic management techniques and the use of low-noise road pavement surfaces can help to reduce traffic noise from motor vehicles. Noise generated by land uses, such as industrial uses, may be abated through site design, structure design and construction, quieter machinery, and the limiting of noise-producing operations. This method most directly assigns the responsibility to the generator of the noise. Table NE-6 identifies potential methods to reduce noise generation at the source.

Interrupting the Noise Path

Strategically placing walls and/or landscaped berms, utilizing natural land and/or built forms or a combination of two or more of these methods, between the noise source and the receptor may minimize noise. Generally, effective noise shielding requires a continuous, solid barrier with a mass which is large enough to block the line of sight between source and receiver. Variations may be appropriate in individual cases based on distance, nature, and orientation of buildings behind the barrier, and a number of other factors. Garages or other structures can help to shield residential units and outdoor living areas from non-aircraft noise. The shape and orientation of buildings can also help to avoid reflecting the noise from a building surface to adjacent noise-sensitive buildings. Sound walls are the least preferable method due to the aesthetic concerns. Table NE-6 identifies potential methods to interrupt the noise path between the source and the receptor.

Separating the Noise Source

Spatial separation or isolation of the noise source from the potential receiver may minimize the effects of noise. Site planning techniques that incorporate spatial buffers along freeways, for example, may reduce the noise level affecting adjacent noise-sensitive land uses. Developing noise-compatible commercial or industrial uses in these buffer areas may also help to interrupt the noise path. Due to overflights, sufficient isolation of aircraft noise is impractical. Table NE-6 identifies potential site planning methods that can be used to separate noise sources from noise-sensitive uses.

Insulating the Noise Receiver

Acoustical structures, enclosures, or construction techniques can help to abate the noise problem by insulating the receiver. The proper design and construction of buildings can help to reduce interior noise levels. Nearby noise sources should be recognized in determining the location of doors, windows, and vent openings. Sound-rated windows (extra thick or multi-paned), doors and wall construction materials and insulation are also effective as specified in CCR Title 24 in



reducing interior noise levels. The difference in sound (noise) levels from the exterior to the interior of a structure indicates the sound transmitted loss through the window, door, or wall. A Sound Transmission Class (STC) rating specifies the noise level reduction that windows, doors, wall construction materials, and insulation provide. For example, if the exterior of a structure is exposed to 75 dBA and 45 dBA is measured on the interior of the structure, then a reduction of 30 dBA is achieved. Typically, higher STC ratings indicate greater interior noise reductions.

The use of proper construction methods should make certain that doors and windows are fitted properly; openings sealed; joints caulked; and plumbing constructed to ensure adequate insulation from structural members. Sound-rated doors and windows will have little effect if left open. This may require installation of air conditioning for adequate ventilation. Table NE-3 indicates the acceptable interior noise level for land use types. Table NE-5 depicts potential noise mitigation methods to insulate the noise receiver.

Policies

- NE-I.1. Require noise attenuation measures to reduce the noise to an acceptable noise level for proposed developments to ensure an acceptable interior noise level, as appropriate, in accordance with California's noise insulation standards (CCR Title 24) and Airport Land Use Compatibility Plans.
- NE-I.2. Apply CCR Title 24 noise attenuation measures requirements to reduce the noise to an acceptable noise level for proposed single-family, mobile homes, senior housing, and all other types of residential uses not addressed by CCR Title 24 to ensure an acceptable interior noise level, as appropriate.
- NE-I.3. Consider noise attenuation measures and techniques addressed by the Noise Element, as well as other feasible attenuation measures not addressed as potential mitigation measures, to reduce the effect of noise on future residential and other noise-sensitive land uses to an acceptable noise level.
- NE-I.4. Support state regulation streamlining to allow standardized noise attenuation building and construction materials as an option to current requirements for acoustical evaluation.

**TABLE NE-5 Typical Noise Attenuation Methods to Insulate the Noise Receiver**

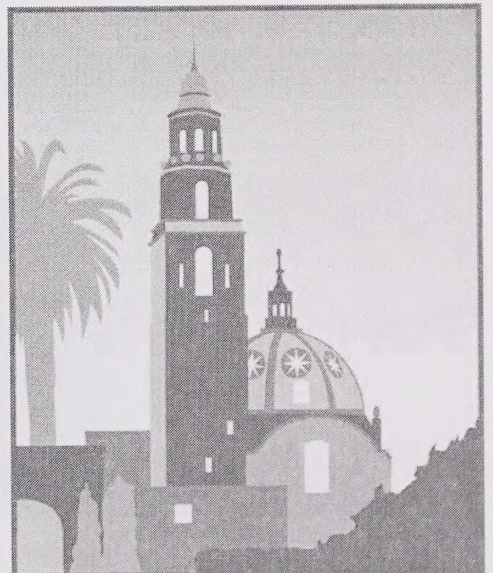
Noise Level Reduction	Typical Mitigation Methods
15-20 dBA	Mitigation 1, 2, and 3 1. Air conditioning or mechanical ventilation. 2. Double-paned glass. 3. Solid core doors with weather stripping and seals.
20-25 dBA	Mitigation 1, 2, and 3 plus 4. Stucco or brick veneer exterior walls or wood siding w/one-half inch thick fiberboard underlayer. 5. Glass portions of windows/doors not to exceed 20 percent. 6. Exterior vents facing noise source shall be baffled.
25-30 dBA	Mitigation 1 through 6 plus 7. Interior sheetrock of exterior wall attached to studs by resilient channels or double walls. 8. Window assemblies, doors, wall construction materials, and insulation shall have a lab-tested STC rating of 30 or greater.

TABLE NE-6 Potential Noise Attenuation Methods

Reducing the Source Noise*
<i>Traffic Noise</i>
Traffic Calming/Traffic Management Techniques
Low-Noise Road Pavement Surfaces
<i>Commercial and Industrial Noise</i>
Sound insulation of buildings, for walls, windows, doors, opening, ventilations etc.
Screens and Enclosures
Silencers, attenuators, or mufflers in connection with rotating machinery and ducts/pipes leading to and from building
Limiting of noise-producing operations
<i>Interrupted the Noise Path*</i>
Landscaped Berms
Natural Land Forms
Noise-Compatible Structures/Buildings
Landscaping/Vegetation
Walls
<i>Separating the Noise Source*</i>
Provide distance buffer between the noise source and the noise-sensitive use
Locate noise-compatible uses such as vehicle parking, open spaces, or commercial uses between the noise source and the noise-sensitive areas
<i>Insulate the Noise Receiver</i>
Refer to Table NE-5

*These methods are not applicable for aircraft noise

Historic Preservation Element





Historic Preservation Element

Purpose

To guide the preservation, protection, restoration, and rehabilitation of historical and cultural resources and maintain a sense of the City. To improve the quality of the built environment, encourage appreciation for the City's history and culture, maintain the character and identity of communities, and contribute to the City's economic vitality through historic preservation.

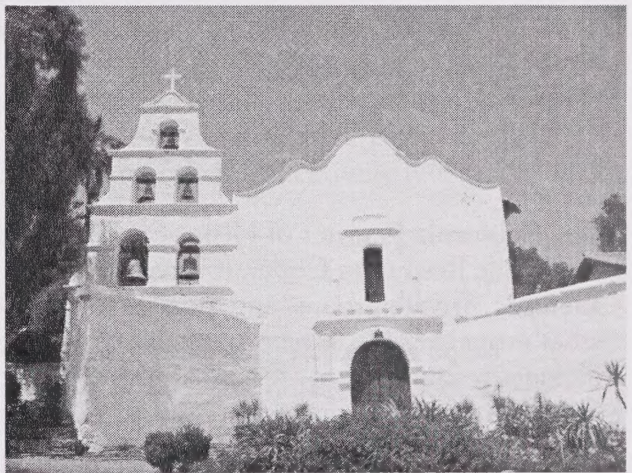
Introduction

No city can hope to understand its present or forecast its future if it fails to recognize its past. By tracing and preserving its past, a city can gain a clear sense of the process by which it achieved its present form and substance. San Diego's rich and varied historical and cultural resources include buildings, structures, objects, sites, landscapes, districts, archaeological sites, and traditional cultural properties that possess historical, scientific, architectural, aesthetic, cultural, or ethnic significance. Although not always easily distinguishable, these resources, with their inherent ability to evoke the past, represent important aspects of the history of San Diego and the region. They include evidence from the time before and during European contact with Native Americans of this area, examples from the boom and bust periods of development of

Historical and cultural resources include elements from the built environment such as buildings, structures, objects, and districts, landscape features, including significant trees and plantings, hardscape, fountains, lighting, sculptures, signs and other natural or designed features, interior elements and fixtures designated in conjunction with a property, significant archaeological sites, and traditional cultural properties.



Cabrillo Bridge and Balboa Park



Mission San Diego de Alcalá



Historic Preservation Element

the City's core, early transportation routes and the spread of development outward, through both world wars and the continued military presence. They also document the advent of the automobile, increased leisure time, and the recent past. The identification, evaluation, registration, and protection of these resources, and thereby the preservation of San Diego's past for its current and future residents, are the essential components of San Diego's historic preservation program.

Legal Basis for Historic Preservation

Federal Law

The National Historic Preservation Act (NHPA), enacted in 1966, established the National Register of Historic Places, authorized funding for state programs with participation by local governments, created the Advisory Council on Historic Preservation, and established a review process for protecting cultural resources. The NHPA provides the legal framework for most state and local preservation laws. The National Register of Historic Places is the nation's official list of cultural resources worthy of preservation. It is part of a national program to coordinate and support public and private efforts to identify, evaluate, and protect historic and archeological resources.

The Certified Local Government (CLG) program is a partnership among local governments, the State of California Office of Historic Preservation, and the National Park Service. The CLG program integrates local governments with the national historic preservation program through activities that strengthen decision-making regarding historic places at the local level. The program encourages the direct participation of local governments in the identification, evaluation, registration, and preservation of historic properties within their jurisdictions and promotes the integration of local preservation interests and concerns into local planning and decision-making.

The NHPA was amended in 1980 to create the Certified Local Government (CLG) program, administered through the State Office of Historic Preservation (OHP). This program allows for direct local government participation and integration in a comprehensive statewide historic preservation planning process. Cities and counties with CLG status may compete for preservation funds allocated by the Congress and awarded to each state.

State Law

The California Register of Historical Resources was established in 1992, through amendments to the Public Resources Code. It serves as an authoritative guide to be used by state and local agencies, private groups, and citizens to identify the state's historical resources and to indicate what properties are to be protected from substantial adverse change. The California Register includes resources that are formally determined eligible for, or listed in, the National Register, State Historical Landmarks numbered 770 or higher; Points of Historical Interest recommended for listing by the State Historical Resources Commission (SHRC); resources nominated for listing and determined eligible in accordance with criteria and procedures adopted by the SHRC, and resources and districts designated as City or county landmarks when the designation criteria are consistent with California Register criteria. With establishment of the California Register and the SHRC, the state legislature amended the California Environmental Quality Act (CEQA)



in 1992 to define historical resources as a resource listed in (or determined eligible for listing in) the California Register; a resource included in a local register of historical resources or identified as significant in a historical resource survey that meets certain requirements; and any object, building, structure, site, area, place, record, or manuscript which a lead agency determines to be significant. Generally, a resource is considered to be historically significant if it meets the criteria for listing in the California Register. However, a lead agency under CEQA is not precluded from determining a resource is significant that is not listed in (or determined eligible for listing in) the California Register, not included in a local register, or identified in a historical resources survey as a historical resource, as defined in the Public Resources Code.

CEQA was further amended to clarify that a project that may cause a substantial adverse change in the significance of a historical resource is a project that may have a significant effect on the environment. While demolition and destruction are obvious significant impacts, it is more difficult to assess when change, alteration, or relocation crosses the threshold of substantial adverse change. The state CEQA guidelines provide that a project that demolishes or alters those physical characteristics of a historical resource that convey its historical significance, (i.e., its character-defining features), can be considered to materially impair the resource's significance. However, a project that conforms to the *Secretary of the Interior's Standards for the Treatment of Historic Properties* can generally be considered to be a project that will not cause a significant impact.

Several state laws address the importance of Native American involvement in the development review process and provide requirements for the treatment of human remains and grave goods and protection of cultural places. Among these laws is the California Native American Graves Protection and Repatriation Act of 2001. This Act is consistent with the federal Native American Graves Protection and Repatriation Act, and was put in place to ensure that all California Indian human remains and cultural items are treated with dignity and respect. In addition, sections of the California Health and Safety Code address the discovery of human remains outside a dedicated cemetery and provide requirements for consultation with appropriate Native American individuals for disposition of the remains. The Public Resources Code establishes the Native American Heritage Commission and the State's Sacred Places List. The requirements for local agencies to consult with identified California Native American Tribes, as part of the general plan adoption or amendment process and prior to the dedication of open space, are provided in Government Code Sections 65352.3, 65352.4, 65562.5, and others collectively referred to as Senate Bill (SB)18.

City of San Diego Municipal Code

Chapters 11, 12 and 14 of the Municipal Code establish the Historical Resources Board authority, appointment and terms, meeting conduct, and powers and duties; the designation process including the nomination process, noticing and report requirements, appeals, recordation, amendments or rescission, and nomination of historical resources to state and national registers; and development regulations for historical resources. The purpose of these regulations is to protect, preserve, and, where damaged, restore the historical resources of San Diego. The historical resources regulations require that designated historical resources, important archeological sites and traditional cultural properties be preserved unless deviation findings can



be made by the decision-maker as part of a discretionary permit. Minor alterations consistent with the U.S. Secretary of the Interior's Standards are exempt from the requirement to obtain a separate permit but must comply with the regulations and associated historical resources guidelines. Limited development may encroach into important archaeological sites if adequate mitigation measures are provided as a condition of approval.

The Historical Resources Guidelines, located in the City's Land Development Manual, provide property owners, the development community, consultants and the general public explicit guidance for the management of historical resources located within the City's jurisdiction. These guidelines are designed to implement the historical resources regulations and guide the development review process. The guidelines also address the need for a survey and how impacts are to be assessed, available mitigation strategies, and report requirements. They also include appropriate methodologies for treating historical resources located in the City.

Certified Local Government

The City of San Diego became a Certified Local Government (CLG) in 1986 under the provisions of the NHPA. All CLGs must comply with five basic requirements:

- Enforce appropriate state and local laws and regulations for the designation and protection of historic properties, including adoption of a historic preservation plan or inclusion of a historic preservation element in the General Plan;
- Establish a historic preservation review commission by local ordinance;
- Maintain a system for the survey and inventory of historic properties;
- Provide for public participation in the local preservation program; and
- Satisfactorily perform responsibilities delegated to it by the state.

The benefits derived from being a CLG include the prestige and credibility of associating the local preservation program with time-tested state and national preservation programs. Other benefits include technical assistance offered by knowledgeable staff at OHP and statewide CLGs; ability to compete for annual Historic Preservation Fund grants; direct participation in the nomination of historic properties to the National Register; and ability to perform other preservation functions delegated by the OHP under the NHPA. These may include the responsibility to review and comment on development projects for compliance with federal and state environmental regulations, including such activities as review under Section 106 of the NHPA, review of National Register nominations, and review of rehabilitation plans for projects seeking Federal Rehabilitation Tax Credit.



San Diego Register of Historical Resources

Any improvement, building, structure, sign, interior element and fixture, feature, site, place, district, area, or object may be designated a historical resource by the City's Historical Resources Board (HRB) if it meets one or more of the following designation criteria:

- a. Exemplifies or reflects special elements of the City's, a community's, or a neighborhood's, historical, archaeological, cultural, social, economic, political, aesthetic, engineering, landscaping or architectural development.
- b. Is identified with persons or events significant in local, state or national history.
- c. Embodies distinctive characteristics of a style, type, period, or method of construction or is a valuable example of the use of indigenous materials or craftsmanship.
- d. Is representative of the notable work of a master builder, designer, architect, engineer, landscape architect, interior designer, artist, or craftsman.
- e. Is listed or has been determined eligible by the National Park Service for listing on the National Register of Historic Places or is listed or has been determined eligible by the State Historical Preservation Office for listing on the State Register of Historical Resources.
- f. Is a finite group of resources related to one another in a clearly distinguishable way; or is a geographically definable area or neighborhood containing improvements which have a special character, historical interest or aesthetic value; or which represent one or more architectural periods or styles in the history and development of the City.

The first site designated as a historical resource by the City of San Diego was Balboa Park's El Prado in 1967. As of 2006, more than 750 buildings, structures, objects, districts, cultural landscapes, and archaeological sites have been designated by the City's HRB.

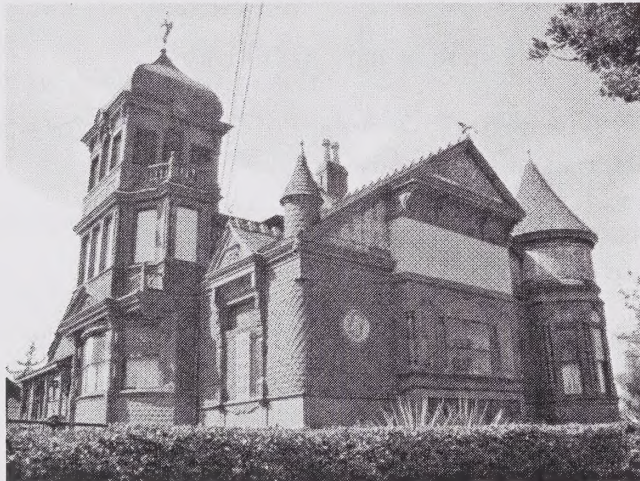
San Diego History

The history of a region provides the context for the identification, evaluation and management of historical resources. The history of San Diego begins more than 12,000 years ago, with 10,000 years of prehistoric occupation by Native American people, followed by several hundred years of initial and ongoing contact between these local Native Americans and European clergy, militia, and settlers, and several hundred years of growth from a small town to one of the largest cities in the country. Summarized from the City's Historical Resources Guidelines of the Land Development Manual, and Appendix E, the following timeline is offered in Table HP-1, Regional History. It provides a concise reminder of the long history of San Diego and the origins of the cultural diversity that are at the center of our history and that continue to enrich our City today. Several historical resources representative of each period have been designated by the HRB.

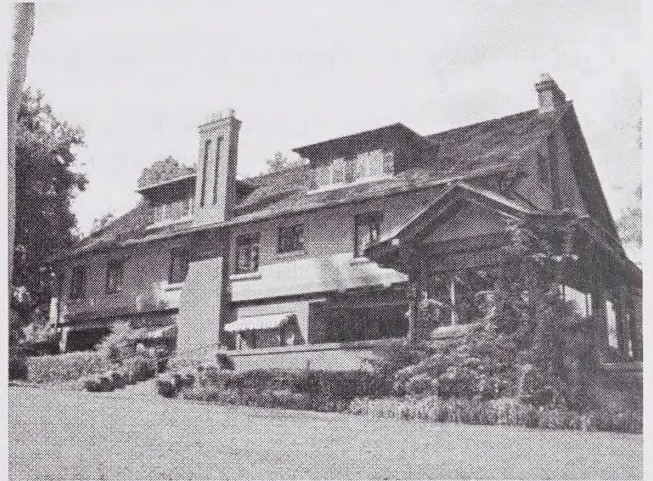


Historic Preservation Element

Examples of every major period and style remain in San Diego, although few areas retain older substantial neighborhood-level architectural integrity due to several major building booms, when structures were demolished, prior to preservation movements and stricter regulations regarding historic structures. Among the recognized architectural styles in San Diego are Spanish Colonial, Pre-Railroad New England, National Vernacular, Victorian Italianate, Stick, Queen Anne, Colonial Revival, Neoclassical, Shingle, Folk Victorian, Mission Revival, Craftsman, Prairie, French Eclectic, Italian Renaissance, Spanish Eclectic, Egyptian Revival, Tudor Revival, Modernistic and International.



Victorian



Craftsman

Significant elements of our historic built environment include San Diego's railroad and maritime history, development in relationship to the automobile, the role of recreation in the development of specific industries, as well as the design and implementation of major regional planning and landscaping projects. The role of international fairs on architecture, landscape architecture and City buildings and the development of industrial and military technologies between the two world wars are other significant elements of our history. The relationship between climate, terrain, native plant material and local gardening and horticultural practices, planning and subdivision practices from the turn of the century to the present day, and the post-war period of suburbanization are also important.

**TABLE HP-1 Regional History**

<i>Prehistoric Period (8500 BC to AD 1769)</i> • Native American people lived throughout San Diego continuously • Subsistence changed from more nomadic hunting to a focus on coastal marine and inland food sources with native plant gathering to a semi-sedentary lifestyle with limited horticulture • Significant time markers include changes in stone tools, mortuary practices, and the introduction of pottery • Spanish exploration begins	<i>Designated Historical Resources</i> • Village of Ystagua • Spindrift Archaeological Site • Gordon-Hooper Archaeological Site • Ocean Beach Gateway Archaeological Site
<i>Spanish Period (1769 to 1821)</i> • Arrival of Spanish missionaries and explorers • Presidio and Mission San Diego de Alcalá established • Spanish occupation and mission system profoundly changed lives of the Kumeyaay people • Early house lots and garden plots in what would become Old Town	<i>Designated Historical Resources</i> • Fort Guijarros • Franciscan Garden Site • Old Mission Dam and Flume
<i>Mexican Period (1821 to 1846)</i> • Mexico wins independence from Spain and San Diego becomes part of the Mexican Republic • Rancho system of extensive land grants to individuals • Secularization of the San Diego Mission • Mexico granted San Diego official pueblo (town) status • Native American population continued to decline	<i>Designated Historical Resources</i> • Johnson-Taylor Adobe • El Cuero Adobe • Casa de Machado-Stewart • Fort Stockton • Old Spanish Cemetery • San Pasqual Battlefield
<i>American Development (1846-Present)</i> • Americans assumed formal control under the Treaty of Guadalupe-Hidalgo in 1848 • William Heath Davis founded the earliest American development of "New Town" in 1850 • Alonzo Horton arrived in 1867 and helped San Diego develop into an active American town • Expansion of trade brought an increase in the availability of building material • Active African-American and Chinese communities lived and worked downtown • Urban growth spurred by industrial capitalism and land speculation and early private infrastructure investment • Chinese, German, Swiss, Italian, Portuguese, and other immigrants owned businesses and worked throughout San Diego, as do their descendants today	<i>Designated Historical Resources</i> • Davis-Horton House • Rosario Hall • Villa Montezuma • Sunnyslope Lodge • Cleremont Hotel/Coast Hotel • Chinese/Asian Thematic Historic District • El Prado at Balboa Park • El Cortez Hotel • Wheeler J. Bailey Library • Salk Institute • Chicano Park



A. Identification and Preservation of Historical Resources

Goals

- ◆ Identification of the historical resources of the City.
- ◆ Preservation of the City's important historical resources.
- ◆ Integration of historic preservation planning in the larger planning process.

Discussion

The backbone of any historic preservation program is an understanding of the number, location and significance of historical resources. A comprehensive inventory that identifies those resources, and that can be updated as new information is developed, is critical to this understanding. Historic contexts are often prepared as part of the survey effort to organize information based on a cultural theme and its geographical and chronological limits. They describe the significant broad patterns of development in an area that may be represented by historical and cultural resources. The evaluation of historical resources is closely tied to how the resource relates to the context statement. Surveys are enhanced and the results are more meaningful when consultation with cultural, ethnic and racial groups, historic preservation groups, and community and neighborhood groups and leaders are included as part of the background research and context statements. In addition to identifying important individual historical resources and potential historical districts, a survey can identify conservation areas that retain original community character in sufficient quantity and quality that warrants review prior to demolition or substantial alteration of individual properties or attention to the retention of certain established characteristics.

The City of San Diego has a long history of historic preservation planning and has made significant achievements in terms of protecting its historic and cultural heritage. In 1965, San Diego created the Historic Sites Board and adopted its first ordinance to identify, designate, and preserve properties that are historically and architecturally significant to the community. The ordinance was amended in 1971 to allow a review of demolition or substantial alteration of historic sites and a delay prior to issuance of a demolition permit. In 1979, City of San Diego Progress Guide and General Plan (General Plan) was adopted containing a Cultural Resources Management Element. San Diego was one of only a few cities to include a separate element addressing historic preservation at that time. The General Plan identified shortfalls within the existing ordinance and historic preservation program. These shortfalls included the lack of a comprehensive citywide survey of historic and cultural resources, the need for a written historic preservation plan to systematically guide historic preservation efforts, and the need for a stronger organizational framework with adequate personnel to adequately implement management activities in a comprehensive manner. The General Plan further stated as a major goal, the enactment of local regulations that would ensure effective protection and management of historical resources.



In response to identified problems with historic resource regulations, a comprehensive historic preservation plan consisting of an inventory element, an education element, an incentives element, and a draft historical resources ordinance was developed in 1991. While the inventory, education and incentives elements were adopted by the City Council, considerable controversy surrounded the proposed historical resources ordinance. Various efforts to address the need for regulations consistent with sound historic preservation principles balanced by the rights of private property owners culminated in new historical resources regulations that became effective January 1, 2000. These regulations and associated guidelines have proven to be effective in the protection and management of historical resources in San Diego.

Various state laws and local practices include the need to consult with local Native American groups in order to determine the cultural significance of places and sites within the City's jurisdiction. To be effective, consultation between the City and Tribal entities needs to be carried out in a timely manner with careful consideration of each other's views, mutually respectful of each other's sovereignty and ultimately strive toward achieving agreement. Native American groups and individuals often have unique knowledge of the importance of identified cultural places and hold a special interest in the protection of these places. The City recognizes the need for confidentiality with respect to places that have traditional cultural significance so that these places do not become vandalized or harmed in other ways. Tribal views toward protection and preservation of ancestral human remains, including discoveries of human remains during project construction, should be respected. Conservation easements to protect a cultural place may be voluntarily granted to a California Native American Tribe to aid in the protection of these significant cultural places.

The continuing challenge is integrating effective historic preservation into the larger planning process. As future growth in San Diego shifts attention from building on open land to a focus on reinvestment in existing communities, historical and cultural resources will be increasingly viewed as sites with opportunity to redevelop, both in the Centre City area and surrounding older communities. This development pressure will threaten both the built environment (including the potential loss of historical buildings and structures negatively affecting neighborhood character) and archaeological resources, by redevelopment of areas using more extensive subsurface grading techniques to provide subterranean parking, pools, undergrounding of power lines, etc.

Policies

HP-A.1. Strengthen historic preservation planning.

- a. Maintain Certified Local Government (CLG) status ensuring San Diego's direct participation in federal and state historic preservation programs.
- b. Utilize benefits of the CLG program including grant funding available from the California Office of Historic Preservation.



Historic Preservation Element

- c. Update the Comprehensive Historic Preservation Plan. The plan is intended to guide, with specificity, historic preservation efforts in future years, including implementation measures, inventories, incentives, education and regulations.
- d. Participate in regional efforts to strengthen historic preservation planning.

HP-A.2. Fully integrate the consideration of historical and cultural resources in the larger land use planning process.

- a. Promote early conflict resolution between the preservation of historical resources and alternative land uses.
- b. Encourage the consideration of historical and cultural resources early in the development review process by promoting the preliminary review process and early consultation with property owners, community and historic preservation groups, land developers, Native Americans, and the building industry.
- c. Include historic preservation concepts and identification of historic buildings, structures, objects, sites, neighborhoods, and non-residential historical resources in the community plan update process.
- d. Conservation areas that are identified at the community plan level, based on historical resources surveys, may be used as an urban design tool to complement community character (see also Urban Design Element, Policy UD-A.7).
- e. Make the results of historical and cultural resources planning efforts available to planning agencies, the public and other interested parties to the extent legally permissible.

HP-A.3. Foster government-to-government relationships with the Kumeyaay/Diegueño tribes of San Diego.

- a. Regularly meet with local Tribal governments to discuss issues of mutual concern.
- b. Formally consult with identified California Native American tribes prior to the adoption or amendment of the General Plan or specific plan or the designation of open space.
- c. Maintain confidentiality concerning locations of traditional cultural places that are identified through the consultation process and otherwise.
- d. Support Tribal governments holding conservation easements over land voluntarily set aside for the protection of cultural places.

HP-A.4. Actively pursue a program to identify, document and evaluate the historical and cultural resources in the City of San Diego.



- a. Develop context statements specific to areas being surveyed.
- b. Complete and regularly update a comprehensive citywide inventory of historical and cultural resources in conformance with state standards and procedures. Include community, neighborhood, cultural, and historic preservation groups, property owners, land developers, and the building industry in planning and implementing historic surveys.
- c. Require that archaeological investigations be guided by appropriate research designs and analytical approaches to allow recovery of important prehistoric and historic information.
- d. Require the permanent curation of archaeological artifact collections and associated research materials, including collections held by the City. Support the permanent archiving of primary historical records and documents now in public institutions.
- e. Include Native American monitors during all phases of the investigation of archaeological resources including survey, testing, evaluation, data recovery, and construction monitoring.
- f. Treat with respect and dignity any human remains discovered during implementation of public and private projects within the City and fully comply with the California Native American Graves Protection and Repatriation Act and other appropriate laws.

HP-A.5. Designate and preserve significant historical and cultural resources for current and future generations.

- a. Due to their importance, designate historical resources using the City's adopted designation criteria, State Register criteria, and National Register criteria.
- b. Establish historical districts where concentrations of buildings, structures, sites, landscapes, and objects are identified. Adopt guidelines when necessary to guide preservation and rehabilitation of the overall district character and significance and apply the *U.S. Secretary of the Interior's Standards for the Treatment of Historic Properties* for review of alterations and new construction in designated historical districts.
- c. Protect and preserve historic sidewalk stamps, street signs, lampposts, street trees, and other hardscape and cultural landscape elements, in addition to designated historical buildings, structures, and sites that contribute to the historic character of a neighborhood.
- d. Enforce the Historical Resources Regulations and Guidelines of the Land Development Code that are aimed at identifying and preserving historical resources. Update these regulations and guidelines as needed to maintain adequate protection of historical resources.



- e. Encourage continued use and adaptive reuse of designated historical resources through application of the *U.S. Secretary of the Interior's Standards and Guidelines* for rehabilitation, reconstruction, and restoration.
- f. Require that all City-owned designated historical resources be maintained in a manner that is consistent with the *U.S. Secretary of the Interior's Standards for the Treatment of Historic Properties*.

B. Historic Preservation, Education, Benefits, and Incentives

Goals

- ◆ Public education about the importance of historical resources.
- ◆ Provision of incentives supporting historic preservation.
- ◆ Cultural heritage tourism promoted to the tourist industry.

Discussion

The successful implementation of a historic preservation program requires widespread community support. Creating support for historic preservation requires public understanding of the significant contributions of historical resources to the quality and vitality of life, aesthetic appeal, and cultural environment of the City. In order to better inform and educate the public on the merits of historic preservation, information on the resources themselves, as well as the purpose and objectives of the preservation program, must be developed and widely distributed.

The City's commitment to historic preservation through maintaining Central Local Government (CLG) status results in multiple economic benefits beyond the opportunity to compete for CLG grants. It is widely recognized that where preservation is supported by local government policies and incentives, designation can increase property values and pride of place. Revitalization of historic downtowns and adaptive reuse of historic districts and buildings conserves resources, uses existing infrastructure, generates local jobs and purchasing, supports small business development and heritage tourism and enhances quality of life and community character. Rehabilitation Tax Credits provide a ten or twenty percent tax credit on rehabilitation spending for income producing properties eligible for the National Register of Historic Places. Facade and conservation easements offer income tax deductions for the donation of a specified portion of a designated historical or cultural resource.



Burlingame Historic District



The Mills Act provides property tax relief to help rehabilitate and maintain designated historical resources. The California Cultural and Historical Endowment was created to administer Proposition 40 funds dedicated to preservation of historical and cultural resources. These funds are available to government and non-profit organizations through a competitive grant application process.

All San Diegans enjoy the benefits of historic preservation through an increased historic tourism economy and reinvestment of individual property tax savings into historical properties. San Diego is rich with opportunities for cultural heritage tourism. Visitors to San Diego can find first-class museums and year-round cultural events in Balboa Park. Other historic offerings include the Maritime

Enacted in 1972, the Mills Act legislation grants participating local governments the authority to enter into contracts with owners of qualified historic properties who actively participate in the restoration and maintenance of their historic properties while receiving property tax relief.

Museum docked at San Diego Bay; period architecture, walking tours, and cultural events in Old Town, walking tours of the Asian Pacific Historic District, and the Gaslamp Quarter National Register Historic District. In addition, San Diego historical organizations include the San Diego Historical Society, La Jolla Historical Society, Black Historical Society of San Diego, San Diego Archaeological Center, and Save Our Heritage Organisation, to name a few. These and other historical societies provide walking tours of historic neighborhoods, maintain small museums and bookstores, and sponsor historic and cultural events celebrating San Diego's history.

Policies

- HP-B.1. Foster greater public participation and education in historical and cultural resources.
- a. Encourage public attendance at monthly Historical Resources Board meetings through increased notification of agenda items on the City's website.
 - b. Encourage the participation of the City's rich diversity of ethnic groups in efforts to preserve historical and cultural resources through outreach to historical societies, interviews to document oral histories, and inclusion of ethnic resources on the City's Register of Designated Historical Resources.
 - c. Engage the public when creating "context statements" by adopting an oral history component of historical survey work.
 - d. Participate in National Historic Preservation Week and California Archaeology Month. Each year in May recognize those individuals, groups or businesses that have made a significant contribution to the preservation, protection or restoration of historical or cultural resources.
 - e. Foster educational opportunities using designated historical and cultural resources, including placement of plaques as a way to identify important historical resources throughout the City.
 - f. Encourage the involvement of educational institutions in preservation programs and activities.



Historic Preservation Element

- g. Encourage the use of local history themes in some public art projects.
- h. Encourage active community involvement in preservation efforts through resource sponsorship programs.

- HP-B.2. Promote the maintenance, restoration, and rehabilitation of historical resources through a variety of financial and development incentives. Continue to use existing programs and develop new approaches as needed. Encourage continued private ownership and utilization of historic structures through a variety of incentives.
- a. Encourage owners of historical resources to utilize federal incentives including Federal Rehabilitation Tax Credits, façade and conservation easements and others.
 - b. Encourage preservation, maintenance, rehabilitation, and restoration of designated historical resources through use of available incentives offered by the state of California for achieving this goal. These incentives include the Mills Act, the California Cultural and Historical Endowment, and others.
 - c. Create incentives to encourage the protection and preservation of designated historical buildings, structures, and objects and important archaeological sites.
 - d. Use the flexibility provided in the California State Historical Building Code Title 24 in meeting code requirements for historically-designated buildings.
 - e. Encourage the use of Transfer of Development Rights to preserve historical and cultural resources in situ, particularly in areas zoned for high-density development.
 - f. Take advantage of the Conditional Use Permit (CUP) process for historical resources, to gain flexibility in the application of some development regulations.
 - g. Foster preservation and adaptive reuse of designated historical buildings and structures by allowing retention of non-conforming setbacks without requiring a variance or hardship finding. Allow the use of a Neighborhood Development Permit with a finding that the proposed reuse does not adversely affect the community plan or General Plan because it would be beneficial in this regard.
 - h. Provide architectural assistance service to help owners design rehabilitation and/or adaptive reuse plans, or feasibility studies for historically-designated buildings, structures, and objects. Maintain the City's current façade improvement program for historic commercial properties.
 - i. Continue to provide design assistance for owners of historical resources through the Historical Resources Board.
- HP-B.3. Develop a historic preservation sponsorship program.
- a. Create a historic preservation fund that provides a monetary source for local preservation incentives such as an architectural assistance program and



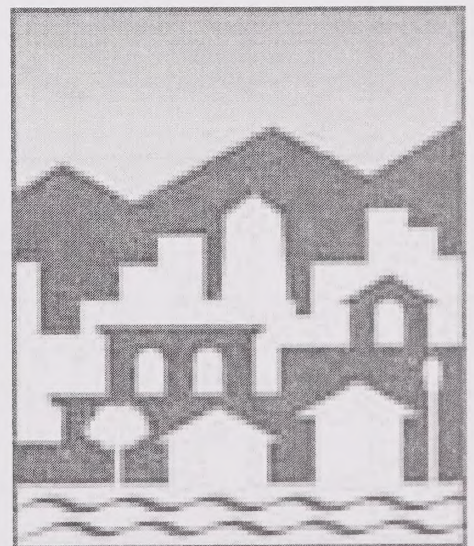
archaeological site protection plan. The fund may be supported through grants, private or public donations, or other sources.

- b. Create a "receiver site" program that provides relocation sites for historical resources (buildings, structures, or objects) that cannot be preserved on site. Receiver sites should be located within the community in which the resource was originally located and should maintain a context and setting comparable to the original location. This method of preservation should be limited and used when other on-site preservation techniques are found not to be feasible.
- c. Establish an "adopt a resource" program that encourages the public and local businesses to become involved in the protection and preservation of historical and cultural resources by sponsoring preservation of individual properties, which may include archaeological sites to the extent legally permissible.
- d. Create a sponsorship program to encourage the public and local businesses to become involved in curation of existing archaeological artifact collections that have no current funding mechanism.

HP-B.4. Increase opportunities for cultural heritage tourism. Additional discussion and policies can be found in the Economic Prosperity Element, Section I.

- a. Collaborate with other public, private, and non-profit entities to create a sustainable cultural heritage tourism program within the overall travel industry.
- b. Promote the history of San Diego and the many designated historical buildings, structures, districts, and landscapes to attract cultural heritage travelers.
- c. Focus the development of cultural heritage programs on quality and authenticity.

Appendices



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Appendices





Appendix A, SF-1 Relationship among Elements and Issues

Element or Topic	Land Use and Community Planning	Mobility	Urban Design	Economic Prosperity	Public Facilities, Services, and Safety	Recreation	Conservation	Historic Preservation	Noise	Housing ¹
<i>Mandatory Elements</i>										
Land Use	X		X	X						
Circulation		X			X					
Housing										X
Conservation							X	X		
Open Space						X	X			
Noise									X	
Safety					X					
<i>Optional Elements/Topics²</i>										
Community Planning	X									
Coastal Resources	X						X			
Environmental Justice	X									
Urban Design			X							
Transit Oriented Development	X	X	X							
Public Facilities					X					
Emergency Services					X					
Water					X		X			
Parks						X				
Sustainable Development							X			
Airports	X	X							X	
Prime Industrial Land	X			X						
Bio Diversity							X			
Cultural Resources								X		

¹ The Housing Element is under a separate cover.

² List of topics is not all inclusive.

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Appendix A, SF-2

Strategic Framework Element Core Values

The following core values were developed with the guidance of the Strategic Framework Citizen Committee and through a multi-year dialogue with San Diegans in numerous community forums. They fall into three categories: our physical environment, our economy, our culture and society.

Our Physical Environment

We value:

- The natural environment.
- The City's extraordinary setting, defined by its open spaces, natural habitat and unique topography.
- A future that meets today's needs without compromising the ability of future generations to meet their needs.
- The conservation, preservation, and environmental quality of natural resources.
- Parks and public spaces, accessible by foot, transit, bicycle, and car, as areas for neighborhood, community and regional interaction and convenient recreation.
- The availability of public facilities, infrastructure, transit, information infrastructure, and services as essential to neighborhood quality and as necessary companions to density increases.
- A compact, efficient, and environmentally sensitive pattern of development.
- Walkable communities with tree-lined streets.
- A convenient, efficient, aesthetically pleasing, and multi-modal transportation system.

Our Economy

We value:

- The health, economic prosperity, and well-being of our citizens.
- A diverse economy to achieve a rising standard of living for all San Diegans.
- Mutually beneficial cultural and economic ties with Mexico and our neighbors in Latin America.
- Regional coordination to resolve regional growth issues, and regional collaboration to meet economic prosperity goals.



Our Culture and Society

We value:

- Social equity.
- Safe and secure neighborhoods.
- The physical, social and cultural diversity of our city and its neighborhoods.
- Housing affordability throughout the City and an overall diversity of housing types and costs.
- Schools as an integral part of our neighborhoods and equitable access to quality educational institutions.
- The City's multiplicity of arts, cultural, and historical assets.

Foundation for Planning

Federal and State Planning Laws

The following is a summary of state and federal laws that also influence development of local planning policies found in the City's General Plan.

Species Conservation

The Endangered Species Act of 1973 was enacted by the U.S. Senate and House of Representatives to provide for the conservation and protection of endangered and threatened species of fish, wildlife, plants, and their habitat. Subsequent to this enactment, the California Endangered Species Act was ratified, which generally parallels the main provisions of the federal act. Based on principles from both laws and the California Natural Community Conservation Planning Act, the Multiple Species Conservation Program (MSCP) was developed at the local level. It is a comprehensive, long-term habitat conservation planning program that covers approximately 900 square miles (582,243 acres) in southwestern San Diego County. It was developed cooperatively by participating jurisdictions/special districts in partnership with federal/state wildlife agencies, property owners, and representatives of the development industry and environmental groups.

Water Quality

The Clean Water Act, formerly known as the Federal Water Pollution Control Act of 1972, is intended to protect water quality. The Regional Water Quality Control Board (RWQCB) implements sections of the Clean Water Act and state laws through programs to prevent, reduce, or eliminate ground and surface water contamination. The RWQCB requires point source dischargers to obtain waste discharge permits. Under this permit, the City was required to develop a Storm Water Pollution Prevention Program (SWPPP) which specifies year-round storm drain monitoring, pollution elimination programs, code compliance, reporting to the RWQCB, and public education.



Air Quality

The primary objective of the Clean Air Act is to establish federal standards for various pollutants from both stationary and mobile sources, and to provide for the regulation of polluting emissions via state implementation plans. The act stipulates requirements to prevent significant deterioration of air quality where air quality exceeds national standards, and to provide for improved air quality in areas which do not meet Federal standards. The General Plan's Mobility Element and Conservation Element contain policies designed to reduce greenhouse gas emissions as well as pollution resulting from motor vehicles.

Housing

State law requires preparation of a Housing Element every five years to set forth housing policies and to assess how successful the City has been in meeting the goals and objectives of the previous Housing Element. A key requirement is that the City show how many units of housing could potentially be developed on land that is zoned and designated for housing, and that is currently vacant or underdeveloped, during the element's five year period.

Redevelopment

Under the California Community Redevelopment Law (CRL), redevelopment is a tool created by state law to assist local governments in eliminating blight from a designated area, where blight consists of the physical and economic conditions within an area that cause a reduction of, or lack of, proper utilization of that area. Redevelopment can also assist with aspects of development, reconstruction and rehabilitation of residential, commercial, industrial and retail districts. Specific redevelopment related policies are found under the Economic Prosperity Element, and these policies are intended to help the City revitalize underutilized areas.

Airport Land Use Planning

State law's purpose regarding airport land use planning is to protect public health, safety, and welfare by ensuring the orderly expansion of airports and the adoption of land use measures that minimize the public's exposure to excessive noise and safety hazards within areas around public airports, to the extent that these areas are not already devoted to incompatible uses. Airport land use compatibility issues are further addressed under the Land Use and Community Planning Element to meet the purpose and intent of the law.

Coastal Resources

The California Legislature adopted the California Coastal Act (Coastal Act) in 1976 to "protect, maintain, and, where feasible, enhance and restore the overall quality of the coastal zone



environment and its natural and artificial resources (Public Resources Code Section 30001.5) for the benefit of current and future residents and visitors." The law applies to property within the Coastal Zone as delineated on a set of maps adopted by the legislature. The law establishes the Coastal Commission to regulate development in portions of the Coastal Zone and to work in partnership with local government, specifically 15 coastal counties and 58 cities, of which the City of San Diego is one, to manage the conservation and development of coastal resources through comprehensive planning and regulatory programs, and Local Coastal Programs (LCPs). An LCP is the Coastal Act term referring to certified land use plans and implementing ordinances.

In the City, Coastal Act policies are integrated into each of the community plans, as they are updated, to govern the land uses within the coastal zone and to provide protection to coastal resources as further specified under Chapter 3 of the Coastal Act. This is true of community plan areas located either wholly or partially within the coastal zone. Coastal resource policies are further addressed under the Land Use and Community Planning Element and the Conservation Element to meet the purpose and intent of the Coastal Act.

Annexations

A "Sphere of Influence" which is used to determine the most logical and efficient future boundaries for cities, is the physical boundary and service area that a city is expected to serve. The City of San Diego's Sphere of Influence is to a large extent co-terminus with its jurisdictional boundaries.

Under the authority of the state, the Local Agency Formation Commission (LAFCO) reviews and approves jurisdictional boundary changes in order to ensure orderly development and efficient provision of urban services by a city or a special district for the benefit of area residents and property owners. The expansion of City boundaries can help discourage urban sprawl by providing organized and planned growth, the efficient delivery of urban services, such as police, fire, water and sanitation, and the preservation of open space. By discouraging sprawl, the City can limit the misuse of land resources and promote a more cost-efficient delivery of urban services.

The City will consider areas for annexation upon initiation by either the landowner or the City prior to initiating a request for LAFCO review and approval for sphere of influence amendment and annexation. Additionally, from time to time, the City in partnership with an adjacent city may determine that services could be provided more efficiently by the adjacent city to areas just inside our boundaries or more efficiently by the City to areas outside our boundaries. In those cases, there may be consideration of jurisdictional boundary adjustments after appropriate land use, fiscal and economic analyses are prepared. Annexation policies are further addressed under the Land Use and Community Planning Element.



Appendix A, SF-3

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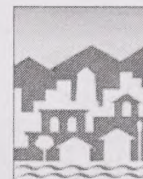
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Clairemont Mesa Planning Committee, David Potter, Chair
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Kensington-Talmadge Planning Committee, Jonathan Tibbitts, Chair
La Jolla Community Planning Association, Claude-Anthony Marengo
Linda Vista Community Planning Committee, Ed Cramer, Chair
Midway Community Planning Advisory Committee, Leslie Hokr, Chair
Mira Mesa Community Planning Group, Ted Brengel, Chair
Miramar Ranch North Planning Committee, Peggy Shirey, Chair
Mission Beach Precise Planning Board, Alan Murray, Chair
Mission Valley Unified Planning Organization, Patty Schreiber, Chair
Navajo Community Planners, Inc., Michael Mcsweeney, President
Normal Heights Community Planning Committee, Morris Dye, Chair
Ocean Beach Planning Board, Charles Roberts, Chair
Old Town Community Planning Committee, Kevin Konopasek, Chair
Otay Mesa-Nestor Planning Committee, Janet Johnston, Chair



Otay Mesa Planning Committee, John Joliffe, Chair
 Pacific Beach Community Planning Committee, Otto Emme, Chair
 Peninsula Community Planning Board, Seth Leyton, Chair
 Rancho Bernardo Community Planning Board, Karen Heumann, Chair
 Rancho Peñasquitos Planning Board, Dick Flanagan, Chair
 Sabre Springs Planning Group, Rick Smith, Chair
 San Pasqual-Lake Hodges Planning Group, Marc Lindshield, Chair
 San Ysidro Planning and Development Group, Michael R. Freedman, Chair
 Scripps Ranch Community Planning Group, Robert Ilko, Chair
 Serra Mesa Planning Group, Mary Johnson, Chair
 Skyline-Paradise Hills Planning Committee, Guy Preuss, Chair
 Sorrento Hills Community Planning Board, Jim Casale, Chair
 Southeastern San Diego Development Committee, Juan Ulloa, Chair
 Tierrasanta Community Council, Deanna Spehn, Chair
 Torrey Pines Community Planning Group, Robert Gilleskie, Chair
 University Community Planning Group, Alice Tana, Chair
 Uptown Planners, Ian Epley, Chair

Partner Agencies

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 County of San Diego
 Metropolitan Transit Development Board (MTDB)
 San Diego Association of Governments (SANDAG)
 San Diego Housing Commission
 San Diego Unified School District

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Appendix B, LU-1

Village Propensity Map Methodology

Introduction

The Village Propensity map shows existing areas throughout the City that already exhibit village characteristics and areas that may have a propensity to develop as village areas in the future. These village characteristics include land uses features such as parks, fire stations, multifamily, mixed-use, commercial uses, and transportation features such as high frequency transit routes and stations/stops.

Over 20 types of land use and transportation features were incorporated into the model that was used to create the map. The color range shown on the map represents the degree of concentration of the village characteristics. Red represents the highest concentration or degree of village characteristics based, and blue represents the lowest concentration.

The village propensity model used a Geographic Information Systems (GIS) grid cell analysis to measure village potential throughout the City based on the identified features. The model was based on land use and transportation features that are likely to encourage and support walking or the use of transit as a primary transportation option since both are significant factors in the City's land use and mobility strategy. A key function of the model was its ability to analyze the distance between features, which enabled the model to determine where features reach a point of critical concentration. As part of the analysis, the features such as existing and planned land uses were converted to grid cells. Converting geographic location of the features to cells allowed each cell to be assigned its own unique numeric value. The value for each cell is based on the level of importance or weighting of the feature to encourage and support walking or the use of transit and the distance that particular cell is from the features.

Since distance is an important factor in encouraging or supporting pedestrian activity and transit use, the model also evaluated the distance of each feature from the other features. Cell values were weighted based on the distance of the cells from the feature, or its influence area. Cells that were within an influence area of 1/8 mile received a higher weight than cells that were within 1/4 mile of a characteristic.

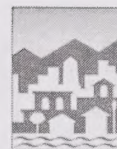


Features

The following is a list of the features with weighting values used in the model:

Appendix B, LU-1 TABLE 1
Village Propensity Model Features

Features	Weight	Area of Influence	Multiplication Factor	Total Score*
<u>Transit Stations / Centers</u>	5			
		1/4 mile	x 1	5
		1/8 mile	x 2	10
<u>Transit Routes (15 minutes or less service)</u>	4			
		1/4 mile	x 1	4
		1/8 mile	x 2	8
<u>Elementary Schools (Public and Private)</u>	3			
		1/4 mile	x 1	3
		1/8 mile	x 2	6
<u>Middle Schools</u>	2			
		1/4 mile	x 1	2
		1/8 mile	x 2	4
<u>Universities and Colleges</u>	2			
		1/4 mile	x 1	2
		1/8 mile	x 2	4
<u>Institutional Facilities</u>	2			
		1/4 mile	x 1	2
		1/8 mile	x 2	4
<u>Parks</u>	1			
		1/4 mile	x 1	1
		1/8 mile	x 2	2
<u>High Schools</u>	1			
		1/4 mile	x 1	1
		1/8 mile	x 2	2
<u>Multifamily Residential</u>				
11-15 Units per Acre	1			
		1/4 mile	x 1	1
		1/8 mile	x 2	2
16-30 Units per Acre	2			
		1/4 mile	x 1	2
		1/8 mile	x 2	4
31-45 Units per Acre	3			
		1/4 mile	x 1	3
		1/8 mile	x 2	6



Appendix B, LU-1 TABLE 1
Village Propensity Model Features (continued)

Features	Weight	Area of Influence	Multiplication Factor	Total Score*
46-75 Units per Acre	4			
		1/4 mile	x 1	4
		1/8 mile	x 2	8
76-110 Units per Acre	5			
		1/4 mile	x 1	5
		1/8 mile	x 2	10
<u>Mixed-Use</u>				
11-15 Units per Acre	3			
		1/4 mile	x 1	3
		1/8 mile	x 2	6
16-30 Units per Acre	4			
		1/4 mile	x 1	4
		1/8 mile	x 2	8
31-45 Units per Acre	5			
		1/4 mile	x 1	5
		1/8 mile	x 2	10
46-75 Units per Acre	6			
		1/4 mile	x 1	6
		1/8 mile	x 2	12
76-110 Units per Acre	7			
		1/4 mile	x 1	7
		1/8 mile	x 2	14
Downtown Mixed-Use/Residential	8			
		1/4 mile	x 1	8
		1/8 mile	x 2	16
<u>Downtown Non-Residential</u>				
<u>Employment Emphasis Areas</u>				
	4			
		1/4 mile	x 1	4
		1/8 mile	x 2	8
<u>Visitor Related</u>				
	4			
		1/4 mile	x 1	4
		1/8 mile	x 2	8
<u>Hotel</u>				
<u>Hotel/Motel - Low Rise</u>				
	2			
		1/4 mile	x 1	2
		1/8 mile	x 2	4



Appendix B, LU-1 TABLE 1

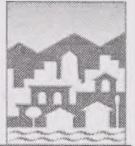
Village Propensity Model Features (continued)

Features	Weight	Area of Influence	Multiplication Factor	Total Score*
<u>Hotel/Motel - High Rise</u>	3			
		1/4 mile	x 1	3
		1/8 mile	x 2	6
Industrial				
<u>Heavy Industry, Warehouse</u>	1			
		1/4 mile	x 1	1
		1/8 mile	x 2	2
<u>Industrial Park, Light Industry</u>	2			
		1/4 mile	x 1	2
		1/8 mile	x 2	4
Office				
<u>Office – Low Rise, High Rise, Government</u>	3			
		1/4 mile	x 1	3
		1/8 mile	x 2	6
Retail				
<u>Regional, Specialty</u>	2			
		1/4 mile	x 1	2
		1/8 mile	x 2	4
<u>Community & Neighborhood</u>	3			
		1/4 mile	x 1	3
		1/8 mile	x 2	6

*Total Score = Weight x Multiplication Factor

Results

The model displayed geographically dispersed areas of potential high village propensity, or "hot spots," throughout the City. The grid cells on the composite map represent the total value of all the individual layer grid cell values. Areas with the highest value, which are shown as red illustrate the "hot spots" for existing and planned areas that have, or could have, a propensity for village like characteristics. For example, an area within 1/8 mile radius that had planned multifamily residential near neighbor-serving retail and a park served by high-frequency transit would be shown as an area with a high propensity for village-like characteristics based on its concentration of village characteristics or features.



Overview of the Model Process

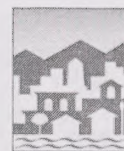
The following is a basic overview of the model process:

- The City was overlaid with a grid containing individual cells (75 by 75 feet).
- Each feature was mapped on the grid with concentric circles representing distance from each factor, referred to as an influence area (1/8-mile and 1/4-mile).
- Each cell that was intersected by an influence area received value based the value of the feature and on its distance from the characteristic.
- A series of grid maps was created for each feature using this same approach.
- A composite map of all the individual grid maps was created.
- The numeric values for each cell in the composite map represent the sum of the corresponding cells from the individual grid maps.
- Color values were assigned to the numeric values for each cell.
(red - high values to blue - low values)

Areas that have planned single family residential, open space, and recreation, military, airports, prime industrial, and port tideland uses were not included.

The Village Propensity model was designed as an objective method of conceptually illustrating areas that have village characteristics. Actual village locations will be designated in community plans with the input from recognized community planning groups and the use of location-based criteria established under the policies section. Community plans will also house site-specific design guidelines to ensure the successful implementation of each site. Many community plans already identify sites suitable for mixed-use and provide extensive design and development policy guidance for development of those sites.

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Appendix B, LU-2

Community Plan Land and General Plan Land Use Designations

General Plan Land Use	Recommended Community Plan Designations	Existing (2006) Community Plan Designations		
Park, Open Space and Recreation	• Open Space • Population-based Park • Natural Resource-based Park • Private/ Commercial Recreation	• Active/Passive Park • Active Use Parks • Amenity Open Space • City-owned Open Space • Community Open Space • Community Park • Dedicated Park Lands • Equestrian /Recreation • Existing Commercial Recreation • Golf Course • Historic Park • MHPA	• Mini-Park • Neighborhood/ Community Park • Neighborhood Park • Park • Park Institutional Park/Open Space • Parks and Pool • Private Commercial Recreation • Private Recreation • Public Park • Public Recreation	• Recreational • Recreation Center • Recreation Commercial • Regional Park • School/Park • School Playground • School Recreation • Skate Park • Sport Complex • Sports Field • State Park • Village Green • Zoological Park
Agriculture	• Agriculture	• Agriculture	• Other Community Open Space/ Agriculture	
Residential	• Residential - Very Low • Residential - Low • Residential - Low Medium • Residential - Medium • Residential – Medium-High • Residential - High • Residential - Very High	• Cluster • Core Residential • Detached Residential • Duplex • Estate Residential • Exclusively Residential • Fraternity Area	• Garden Low • High Residential • Higher Density Attached • Low-Medium Residential • Low Residential • Lower Density Attached • Medium-High Residential	• Medium Residential • Mobile Home • Mobile Home Park • Moderate Income • Navy Housing • Very High Residential



Appendix B, LU-2

Community Plan Land and General Plan Land Use Designations (continued)

General Plan Land Use	Recommended Community Plan Designations	Existing (2006) Community Plan Designations			
Commercial Employment, Retail, and Services	• Neighborhood Commercial • Community Commercial • Regional Commercial • Office Commercial • Visitor Commercial • Heavy Commercial	• Border Commercial • Business Commercial • Commercial • Commercial Development • Commercial Fishing/Marine Related • Commercial Industrial • Commercial Limited • Commercial Recreation • Community Commercial • Community Shopping • Core Commercial • General Commercial	• General Commercial w/Residential • General Commercial w/Limited Light Manufacturing • Hotel/Office • Hotel/Residential • Medical Offices – Hospital Related • Navy Commercial • Neighborhood Shopping • Neighborhood Commercial • Office Commercial • Professional Office	• Regional Commercial • Resort Commercial • Resort Recreation • Specialized Commercial • Specialty Commercial • Student Oriented Commercial • Support Commercial • Tourist Commercial • Town Center • Transportation Commercial • Visitor Commercial	
Industrial Employment	• Business Park • Business Park - Residential Permitted • Scientific Research • Light Industrial • Heavy Industrial	• Business/ Industrial Park • Employment Center • Employment Center/Transit Center • Exclusively Industrial • Extractive Industry • General Industrial • Industrial	• Industrial and Business Park • Industrial Business Park • Industrial: Natural Resources • Industrial Park • Industrial Parking • Light Industry • Light Industry Commercial Use	• Light Manufacturing • Military Related Industry • Restricted Industrial • Sand and Gravel Open Space • Scientific Research • Storage	



Appendix B, LU-2

Community Plan Land and General Plan Land Use Designations (continued)

General Plan Land Use	Recommended Community Plan Designations	Existing (2006) Community Plan Designations			
Institutional and Public and Semi-Public Facilities	• Institutional (specific use to be denoted with an icon in community plan)	• Airport • Cemetery • Civic • Community Centers • Community Facilities • County Facility • Cultural Center • Education/ Institutional • Government Service	• Hospital • Institutional/ Utilities • Library • Military • Mission and School • Mixed Public Use • Multi-Use School Site • Neighborhood Facility	• Police Station • Post Office • Public Facilities • Public/Quasi Public Use • Schools (Elementary, Junior, High) • Transit Center • Transportation Use • University Campus • Utilities	
Multiple Use	• No recommended designation; see community plan for use recommendations • Urban Village • Community Village • Neighborhood Village	• Commercial • Commercial/ Mixed-Use • Commercial/ PDO • Commercial/ Residential • Commercial/ Residential/Industrial • Core/Retail • Gaslamp Quarter	• Hotel/Office • Hotel/Residential • Institutional • Light Industry/ Commercial • Local Mixed-use • Marina • Mixed-Use • Mixed-Use Core	• Multiple Use • Office • Recreation Visitor/Marine • Residential/Office • Very-High Commercial • Village • Visitor Commercial	

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Appendix B, LU-3

Proposition A – The Managed Growth Initiative (1985)

- Section 1. "No property shall be changed from the 'future urbanizing' land use designation in the Progress Guide and General Plan to any other land use designation, and the provisions restricting development in the Future Urbanizing Area shall not be amended except by majority vote of the people voting on the change or amendment at a citywide election thereon."
- Section 2. Definitions. "For purposes of this initiative measure, the following words and phrases shall have the following meanings:"
- a. "Progress Guide and General Plan shall mean the Progress Guide and General Plan of the City of San Diego, including text and maps, as the same existed on August 1, 1984."
 - b. "Change in Designation" or change from "Future Urbanizing" shall mean the removal of any area of land from the future urbanizing designation.
 - c. "Amendment" or "amended" as used in Section 1 shall mean any proposal to amend the text or maps of the Progress Guide and General Plan affecting the future urbanizing designation as the same existed in the Progress Guide and General Plan on August 1, 1984, or the land subject to said designation on August 1, 1984, except amendments which are neutral or make the designation more restrictive in terms of permitting development."
- Section 3. Implementation. "The City Council, City Planning Commission, and City staff are hereby directed to take any and all actions necessary under this initiative measure, including but not limited to adoption and implementation on any amendments to the General Plan and zoning ordinance or citywide, reasonably necessary to carry out the intent and purpose of this initiative measure. Said actions shall be carried forthwith."
- Section 4. Guidelines. "The City Council may adopt reasonable guidelines to implement this initiative measure following notice and public hearing, provided that any such guidelines shall be consistent with the intent and purpose of this measure."
- Section 5. Exemptions for Certain Projects. "This measure shall not prevent completion of any project as to which a building permit has been issued pursuant to Section 91.04.03(a) of the San Diego Municipal Code prior to the effective date of this measure; provided, however, that the project shall cease to be exempt from the provisions of Section 91.02.0303(d) of the San Diego Municipal Code or if the said permit is suspended or revoked pursuant to Section 91.02.0303(e) of the San Diego Municipal Code."
- Section 6. Amendment of Repeal. "This measure may be amended or repealed only by a majority of the voters voting at an election thereon."



Section 7. Severability. "If any section, subsection, sentence, phrase, clause, or portion of this initiative is for any reason held to be invalid or unconstitutional by any Court of competent jurisdiction, such decision shall not affect the validity of the remaining portions of this initiative and each section, subsection, sentence, clause, phrase, part or portion thereof would have been adopted or passed irrespective of the fact that any one or more sections, subsections, sentences, clauses, phrases, parts of portions be declared invalid or unconstitutional."



Appendix C, EP-1 Prime Industrial Land Criteria*

Designated Industrial

Is the land designated for industrial uses in the applicable community plan?

Restrictive Industrial Zoning

Is the land in an area where zones have been applied to restrict residential and commercial uses that were previously permitted in many older industrial areas? Since these areas are less likely to contain a significant amount of non-industrial uses, the feasibility of attracting new industrial development is increased.

Market Feasibility

In communities where at least 30 acres of fully entitled vacant land is available for sale, are land prices low enough so that new industrial development is still feasible?

Predominantly Developed or Developable with Industrial Uses

Has the majority of the developed portion of the industrial area been developed with heavy industrial, light industrial, research and development and other base sector uses? Does the area have the physical characteristics suitable for modern industrial development?

Free from Non-Industrial Encroachment

Is the industrial area generally free from residential uses and does it contain few institutional or "public assembly" uses or sensitive receptor land uses? Are less than 50 percent of existing uses commercial, or other non-industrial uses? Commercial uses are defined as institutional uses, retail sales, commercial services, offices, and vehicle and vehicular equipment sales and services.

Proximity to Resources of Extraordinary Value

Is the area in proximity to certain human resources and infrastructure investments to which access is fundamental to the type of use it would support? San Diego's existing and probable future industrial companies basically fall into two groups:

1. High-technology businesses (bio-technology, business equipment and defense manufacturing) where site selection is driven by the need to have access to universities and science and engineering workers.
2. International trade, logistics, and ship building businesses where site selection is driven by access to physical resources such as harbor facilities and other ports-of-entry, such as the border truck crossing and U.S. Customs facilities in Otay Mesa.

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Appendix C, EP-2

Collocation/Conversion Suitability Factors

Area Characteristics	The amount of office and commercial development in the area. The significance of encroachment of the non-industrial uses which has already occurred in the area. The area's attractiveness to manufacturing, research and development, wholesale distribution, and warehousing uses, based on a variety of factors including: physical site characteristics, parcel size, parcel configuration, surrounding development patterns, transportation access, and long-term market trends.
Transit Availability	The area is located within one-third mile of existing or planned public transit. The project proponent's ability to provide or subsidize transit services to the project, if public transit service is not planned or is inadequate.
Impact on Prime Industrial Lands	The location of the proposed project adjacent to prime industrial lands and the impact of the proposed project utilization of the prime industrial lands for industrial purposes.
Significance of Residential/Employment Component	The significance of the proposed residential density to justify a change in land use. If residential is proposed on the same site, the amount of employment space on the site is to be retained.
Residential Support Facilities	The presence of public and commercial facilities generally associated with residential neighborhoods in close proximity to the area, such as recreational facilities, grocery stores, and schools.
Airport Land Use Compatibility	The location of the site in the airport influence area where incompatibilities may result due to adopted Airport Land Use Compatibility Plan policies, Air Installation Compatibility Use Zone Study recommendations, and restrictive use easements.
Public Health	The location of the site in an employment area where significant incompatibilities may result regarding truck traffic, odors, noise, safety, and other external environmental effects.
Public Facilities	The availability of facilities to serve the residential units. Provide public facilities on-site wherever feasible.
Separation of Uses	The adequacy of the separation between industrial and residential properties with regard to hazardous or toxic air contaminants or hazardous or toxic substances. Determine if there are any sources of toxic or hazardous air contaminants, or toxic or hazardous substances, within a quarter mile of the property between proposed residential or other sensitive receptor land uses and proposed properties where such contaminants or substances are located. If so, an adequate distance separation shall be determined on a case-by-case basis based on an approved study submitted by the applicant to the City and appropriate regulatory agencies. If no study is completed, provide a 1000-ft. minimum distance separation between property lines. Uses which are not sensitive receptor land uses, such as most commercial and business offices, retail uses, parking, open space, and public rights-of way can locate between the properties within the separation area.

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Appendix C, EP-3 Guidelines for the Regional Center and Subregional Employment Areas

Downtown

Over the next twenty years, downtown should consolidate its position as the premier urban village in San Diego. This area is currently the governmental, legal, cultural, convention, and tourism center for San Diego County. The Centre City Redevelopment Area and adjacent Balboa Park contain most of the City's major cultural facilities including museums, symphony, opera and live theaters. The Gaslamp Quarter, Embarcadero and Balboa Park are among the leading entertainment and tourism draws in the region. In the past decade, downtown has also become the fastest growing residential area in the City.



Traditionally, downtown has also been the largest and most important employment center in the region. However, in the past few decades nearly all employment growth has occurred outside of downtown. Currently, only five to six percent of San Diego County jobs remain downtown. There are many reasons for this, including the competing demand to use downtown land for residential use and preference of employers to expand companies in the north City areas where most executive housing is located.

A key goal is to have downtown once again emerge as the most important, prestigious and fastest growing employment center in the City by encouraging intensification of employment uses. This is desirable because downtown is the hub of the region's transit system. A related goal is to expand the types of employment attracted to downtown to be much more diverse than the jobs which are currently located there. This would include more opportunities for private sector companies, particularly high-technology uses to locate within the Center City.

The Downtown Community Plan allows employment uses throughout most areas of downtown, with three areas designated as employment required areas. Although non-employment uses would be allowed in these areas, a certain amount of employment must be included on each block in these areas. The largest employment required area includes the existing commercial office core along Broadway and C Streets extending north to Ash Street. Two smaller areas in the northeast and southeast corners of downtown are envisioned as employment areas that would encourage industries that need large floor plate spaces.



Subregional Employment Areas

The Mission Valley/Morena/Grantville Subregional Employment Area

During the last four decades, these three adjacent areas developed individually and independently but are now connected by the Interstate 8 Freeway. The construction of the freeway has resulted in communities that are ideal for commercial developments, such as office buildings, hotels, large retail establishments, auto dealerships, and a great variety of smaller retail and service-sector establishments. The Morena and Grantville areas originally developed with industrial uses, but most of the industrial uses have relocated to the northern part of the City because of their inability to compete effectively with commercial uses for land and buildings in these areas and the changing needs of modern industrial businesses for larger more efficient industrial buildings. Morena is part of the adopted North Bay Redevelopment Project Area and the Linda Vista Community Plan. Grantville is within a redevelopment study area in the Navajo Community Plan. Despite the fact that these two areas have been historically designated for industrial uses, they have become largely commercialized and no new industrial uses are likely to occur here. In Morena, a goal of the community plan is to maintain the job base of the area by retaining the existing industrial uses in the west and allowing a wide variety of commercial uses, including heavy commercial uses and specialty commercial districts, in the remaining areas. In both Morena and Grantville, residential uses are appropriate in targeted locations. The application of more refined community plan land use designations can assist in separating potentially incompatible uses.

Mission Valley developed later and is just now approaching full buildout. This community has only three small pockets of industrially designated land. One, Mission Valley Heights, has been developed predominantly as an office park with retail uses. The second has been developed as a major gasoline distribution terminal, and the third constitutes the *San Diego Union-Tribune* newspaper publishing plant. Future growth in Mission Valley is dependent on improvements to the existing transportation infrastructure. However, the predominant role of Mission Valley as a regional commercial employment center will continue since commercial uses have increased and intensified. In addition, medium- to high-density multifamily residential uses are encouraged as guided by the Mission Valley Community Plan.

Over the next several years, some infill development proposals may be likely, along with expansion proposals from existing developments. Future employment uses in Mission Valley should be in the form of office development rather than additional regional commercial uses. The addition of a mixture of employment and residential uses will maximize the value of recent transportation infrastructure improvements, most notably the Mission Valley Trolley Line.

The University/Sorrento Mesa Subregional Employment Area

University City has developed easterly of the University of California at San Diego (UCSD) and around the regional shopping mall known as University Towne Centre. The northern area is characterized by large low-rise industrial and mid-rise office structures in well-planned industrial parks with substantial landscaping and curvilinear streets. These industrial parks were developed to complement the academic scientific research at UCSD by creating a campus-like atmosphere conducive to the application of scientific research to high technology product development.



Residential uses are separated from the Eastgate Technology Park and Campus Point Industrial Park by open space buffer areas.

The southerly area has been developed with a balanced mixture of mid- and high-rise office buildings, multifamily housing, hospitals and institutions, retail, and hospitality uses. This area is currently served by transit. Future plans call for major transit improvements in this area by including a trolley or rapid transit line that will provide connections to transit bus routes. In areas immediately north and south of La Jolla Village Drive, the efficient location of high-density employment office uses adjacent to medium and high-density multifamily developments with retail services, enhances the potential for pedestrian-oriented village development.

Sorrento Mesa and Sorrento Valley are two industrial areas which, when taken together, constitute the City's largest and most diverse concentration of high technology industrial parks. These are key areas to the City's economic growth. The two areas are linked by Sorrento Valley Road, but each developed separately under different conditions and during different time periods. Sorrento Valley was largely built out during the late 1960s and 1970s as a series of industrial parks with low-rise, primarily single-story, smaller industrial buildings. These buildings originally housed smaller general industrial and service-sector businesses before the onset of high technology growth. By contrast, Sorrento Mesa was developed mostly in the 1980s and 1990s specifically by and for high technology businesses. Therefore the buildings are much newer, larger and have the requisite features for high technology industrial uses. While both areas are inter-related economically and geographically adjacent to each other, Sorrento Valley is part of the Torrey Pines Community, and Sorrento Mesa is part of the Mira Mesa Community. Sorrento Valley is primarily industrial and is geographically separated from nearby residential areas by Peñasquitos Lagoon. Sorrento Mesa is also entirely industrial except for the Wateridge housing project in the western part of this industrial sub-area. Community plan updates for both the Torrey Pines and Mira Mesa communities should apply the appropriate industrial land use designations to preserve existing and encourage new high technology uses in these two areas.

The employment-generating industrial areas of Sorrento Valley and Sorrento Mesa are balanced by a larger area of single-family and low to medium-density multifamily residential units to the east and north. Empirical evidence indicates that a substantial portion of the industrial employees in these areas live in the nearby residential portion of Mira Mesa, and in neighboring residential communities such as Carmel Valley and Rancho Peñasquitos. Some encroachment into these industrial areas by commercial office uses has already occurred due to permissive light industrial zoning and a strong regional office market. The retention of the Industrial Park land use designation to preserve this area for high technology manufacturing, research and development, and secondary uses will protect the area from further encroachment by non-industrial uses, (including residential uses), and preserve the ability of existing industrial users to expand. In addition, the intensity of development permitted under existing regulations provides for more intense industrial manufacturing uses over the next several years as new technological advances are implemented.

Midway-Pacific Highway Subregional Employment Area

The industrial areas of the Midway-Pacific Highway Community are among the oldest in San Diego. The existing structures lack the size and features necessary for modern industrial operations and therefore are not attractive for most high technology or base sector users.



Permissive industrial zoning has also allowed the area to become dominated by large institutional uses and large retail establishments. This has led to high land prices and significant traffic congestion, the combination of which undermines the area's attractiveness to new warehouse or distribution-type industrial users who might have otherwise redeveloped the area because of its proximity to the airport.

The eastern portion of the community is well-served by existing transit infrastructure which contributes to the area's suitability for redevelopment with mixed-uses, multifamily residential, office, and retail uses. Lot consolidation, structured parking, and pedestrian-oriented developments will permit better land utilization with higher densities, and lower traffic congestion than currently exists. High land prices, proximity to major institutional uses and tourist attractions can clearly make such reuse economically feasible.

Therefore, in this area, the redevelopment of land containing uses that are no longer economically viable should be encouraged where public infrastructure is available. These alternative land uses should include medium- to high-density residential uses, mixed-use villages and new office development (such as software and web development, telecommunications, engineering and other functions).

Kearny Mesa Subregional Employment Area

The Kearny Mesa industrial area was built out mostly during the 1960s and 1970s for a wide range of commercial and industrial uses with a similarly diverse range of structure sizes and types. Many portions of the community have largely developed as non-industrial commercial, institutional, or office uses much like the industrially designated areas in the Interstate 8 and Interstate 5 freeway corridors. The redevelopment of the former General Dynamics site has led to the development of new multifamily housing in the center of Kearny Mesa.

Many areas within Kearny Mesa that have been developed with retail establishments have already been re-designated for commercial uses. However, other areas, particularly in the western portion of the community and south of Aero Drive, still have an industrial designation. Encroachment by non-industrial uses has rendered many areas unsuitable for base sector industrial uses. This is because the structures are unsuitable for industrial uses, or the competition from non-industrial uses has driven the land costs so high that industrial use has become infeasible. In the long term, consideration should be given to additional office employment uses in these areas and multifamily residential uses, particularly along the commercial transit corridors. Certain other areas such as those to the north and east of Montgomery Field, have remained primarily industrial, characterized by both light and heavy manufacturing operations and large-scale distribution centers. They are an important source of employment for the surrounding communities and an essential part of the City's overall economic base. Industrial land use designations that strictly limit encroachment of non-industrial uses in these areas should be applied.

Otay Mesa Subregional Employment Area

All of the industrial development in Otay Mesa has taken place during the last two decades. Otay Mesa is unique among the City's industrial areas because of its geographic separation from



most of the City and location along the Mexican border. This proximity to Mexico, plus the broad flat topography, makes it ideal as a location for distribution centers operated by logistics companies and other firms doing business in Mexico. Although low land prices have led to the development of industrial structures for firms not doing business in Mexico, a significant number of the industrial establishments in this area provide critical support to over 700 production-sharing companies located in Baja California. The vast majority of the industrial plants here are set up to perform the final assembly, testing, packaging, labeling, and distribution of products, such as consumer electronics, automotive, furniture and medical supplies, which are produced in whole, or in part, immediately south of the border. More recently, some non Mexico-related manufacturers and distributors have begun relocating to Otay Mesa from other parts of Southern California due to the availability of large contiguous parcels, land costs and industrial lease rates. Most structures in this area are modern single-story concrete "tilt-up" industrial buildings with large floor-plates, tall clear heights, and loading docks.

Most of the land in Otay Mesa has been designated for industrial uses and utilizes special zoning to provide for purely industrial uses, with discrete areas reserved to support commercial services and limited retail uses. A land use designation permitting heavy industrial uses should be applied in portions of the community to prevent encroachment by non-industrial uses. Adequate separation should also be provided if residential uses are located in close proximity. Support of infrastructure development and preservation of areas for primarily industrial uses that support manufacturing and international trade activities are essential to provide middle-income job opportunities and contribute to the growth of the City's overall economic base.

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Appendix D, CE-1

Natural Resource-Based Plans and Policies

- *Open Space/Landform Preservation*: Natural Resource Management Plans, Park Master Plans, Multiple Species Conservation Program.
- *Biological Diversity*: Natural Resource Management Plans, Park Master Plans, Multiple Species Conservation Program and related documents (e.g., Vernal Pool Management Plan).
- *Energy*: Regional plans such as Energy 2030: the San Diego Regional Energy Strategy, SANDAG's Regional Comprehensive Plan, the Regional Transportation Plan.
- *Landscapes/Viewsheds*: Natural Resource Management Plans, Park Master Plans, Multiple Species Conservation Program and related documents (e.g., Vernal Pool Management Plan), Community Forest Initiative.
- *Mineral Resources*: State Mining and Reclamation Act (SMARA) and related mining closure plans.
- *Recycling/Waste Reduction*: The Source Reduction and Recycling Element (AB 939), the Household Hazardous Waste Element, the Non-Disposal Facility Element, the Siting Element.
- *Air Quality*: San Diego County Air Pollution Control District Regional Air Quality Standards (RAQS).
- *Water Resources*: City's Water Conservation Program Strategic Plan for Water Supply (Strategic Plan), Long-Range Water Resources Plan (Long-Range Plan), Urban Water Management Plan, Water Reuse Study, Integrated Watershed Planning, Think Blue Education.
- *Historic Resources*: State Historic Preservation Office (SHPO) standards, Planning Historic database.
- *Urban Runoff*: The Urban Runoff Management Plan, the Strategic Plan for Water Supply, Watershed Urban Runoff Management Plans (WURMP).

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Appendix E, HP-1 San Diego History

City of San Diego

SAN DIEGO HISTORY

The history of a region provides the context for the evaluation and management of historical resources. The history of San Diego can be divided into four prehistoric periods, one ethnohistoric period and three historic periods. These periods are discussed below as summarized in Rosen (1994) and Van Wormer (1995). For a detailed discussion of San Diego's history, see for example, the *Historic Properties Background Study for the City of San Diego Clean Water Program* (Brian F. Mooney Associates n.d.).

PREHISTORIC PERIODS

Systematic archaeological studies in San Diego County began with the work of Malcolm J. Rogers of the San Diego Museum of Man in the 1920s and 1930s. Rogers (1929, 1945, 1966) developed a three part chronologic sequence of prehistoric cultures for the region which was subsequently built upon by Claude Warren (1967, 1968). More recent studies have sought to further refine (Cárdenas 1986, 1987; Moratto 1984; Moriarty 1966, 1967; True 1970, 1980, 1986; True and Beemer 1982; True and Pankey 1985; Waugh 1986) or criticize (Bull 1983, 1987; Gallegos 1987) this sequence. The prehistory of the region is divided into four major periods: Early Man, Paleo-Indian, Early Archaic and Late Prehistoric.

EARLY MAN PERIOD (BEFORE 8500 BC)

No firm archaeological evidence for the occupation of San Diego County before 10,500 years ago has been discovered. The myths and history that is repeated by the local Native American groups now and at the time of earlier ethnographic research indicate both their presence here since the time of creation and, in some cases, migration from other areas. There are some researchers who advocate an occupation of southern California prior to the Wisconsin Glaciation, around 80,000 to 100,000 years ago (Carter 1957, 1980; Minshall 1976). Local proposed Early Man sites include the Texas Street, Buchanan Canyon and Brown sites, as well as Mission Valley (San Diego River Valley), Del Mar and La Jolla (Bada et al. 1974; Carter 1957, 1980; Minshall 1976, 1983, 1989; Moriarty and Minshall 1972; Reeves 1985; Reeves et al. 1986). However, two problems have precluded general acceptance of these claims. First, artifacts recovered from several of the localities have been rejected by many archaeologists as natural products rather than cultural artifacts. Second, the techniques used for assigning early dates to the sites have been considered unsatisfactory (Moratto 1984; Taylor et al. 1985).

Careful scientific investigation of any possible Early Man archaeological remains in this region would be assigned a high research priority. Such a priority would reflect both the substantial



popular interest in the issue and the general anthropological importance which any confirmation of a very early human presence in the western hemisphere would have. Anecdotal reports have surfaced over the years that Early Man deposits have been found in the lower levels of later sites in Mission Valley. However, no reports or analyses have been produced supporting these claims.

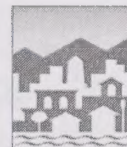
PALEO-INDIAN PERIOD (8500-6000 BC)

The earliest generally-accepted archaeological culture of present-day San Diego County is the Paleo-Indian culture of the San Dieguito Complex. This complex is usually assigned to the Paleo-Indian Stage and dated to about 10,500 years ago. It would therefore appear to be contemporary with the better-known Fluted Point Tradition of the High Plains and elsewhere and the Western Pluvial Lakes Tradition of the Desert West. The San Dieguito Complex, is believed to represent a nomadic hunting culture by some investigators of the complex (Davis et al. 1969; Moriarty 1969; Rogers 1929, 1966; Warren 1966, 1967) characterized by the use of a variety of scrapers, choppers, bifaces, large projectile points and crescentics, a scarcity or absence of milling implements, and a preference for fine-grained volcanic rock over metaquartzite.

Careful scientific investigation of San Dieguito Complex sites in the region would also be assigned a high research priority. Major research questions relating to the Paleo-Indian Period include confirmation of the presence of the Fluted Point Tradition in San Diego County (Davis and Shutler 1969); better chronological definition of the San Dieguito Complex; determination of whether the San Dieguito assemblages do in fact reflect an early occupation, rather than the remains from a specialized activity set belonging to an Early Archaic Period culture; clarification of the relationship of the San Dieguito Complex, if it represents a separate culture, to the subsequent Early Archaic Period cultures; determination of the subsistence and settlement systems which were associated with the San Dieguito Complex; and clarification of the relationship of the San Dieguito Complex to similar remains in the Mojave Desert, in northwestern and central California, in southern Arizona and in Baja California. The San Dieguito Complex was originally defined in an area centering on the San Dieguito River valley, north of San Diego (Rogers 1929).

EARLY ARCHAIC PERIOD (6000 BC-AD 0)

As a result of climatic shifts and a major change in subsistence strategies, a new cultural pattern assignable to the Archaic Stage is thought by many archaeologists to have replaced the San Dieguito culture before 6000 BC. This new pattern, the Encinitas Tradition, is represented in San Diego County by the La Jolla and Pauma complexes. The coastal La Jolla Complex is characterized as a gathering culture which subsisted largely on shellfish and plant foods from the abundant littoral resources of the area. The La Jolla Complex is best known for its stone-on-stone grinding tools (mano and metate), relatively crude cobble-based flaked lithic technology and flexed human burials. Inland Pauma Complex sites have been assigned to this period on the basis of extensive stone-on-stone grinding tools, Elko Series projectile points and the absence of remains diagnostic of later cultures.



Among the research questions focusing on this period are the delineation of change or the demonstration of extreme continuity within the La Jolla and Pauma complexes; determination of whether coastal La Jolla sites represent permanent occupation areas or brief seasonal camps; the relationship of coastal and inland Archaic cultures; the scope and character of Archaic Period long-range exchange systems; the role of natural changes or culturally-induced stresses in altering subsistence strategies; and the termination of the Archaic Period in a cultural transformation, in an ethnic replacement or in an occupational hiatus in western San Diego County.

LATE PREHISTORIC PERIOD (AD 0-1769)

The Late Prehistoric Period in San Diego County is represented by two distinct cultural patterns, the Yuman Tradition from the Colorado Desert region and the Shoshonean Tradition from the north. These cultural patterns are represented locally by the Cuyamaca Complex from the mountains of southern San Diego County and the San Luis Rey Complex of northern San Diego County. The people of the Cuyamaca and San Luis Rey complexes are ancestral to the ethnohistoric Kumeyaay (Diegueño) and Luiseño, respectively. Prehistorically, the Kumeyaay were a hunting and gathering culture that adapted to a wide range of ecological zones from the coast to the Peninsular Range. A shift in grinding technology reflected by the addition of the pestle and mortar to the mano and metate, signifying an increased emphasis on acorns as a primary food staple, as well as the introduction of the bow and arrow (i.e., small Cottonwood Triangular and Desert Side-notched projectile points), obsidian from the Obsidian Butte source in Imperial County and human cremation serve to differentiate Late Prehistoric populations from earlier peoples. Pottery is also characteristic of the Cuyamaca Complex, but is absent from the San Luis Rey Complex until relatively late (post AD 1500).

Explanatory models applied to Late Prehistoric sites have drawn most heavily on the ethnographic record. Notable research opportunities for archaeological sites belonging to the Late Prehistoric period include refining chronology, examining the repercussions from environmental changes which were occurring in the deserts to the east, clarifying patterns of inter- and intra- regional exchange, testing the hypothesis of pre-contact horticultural/agricultural practices west of the desert, and testing ethnographic models for the Late Prehistoric settlement system. Hector (1984) focused on the Late Prehistoric Period to examine the use of special activity areas within large sites typical of this period. At issue was whether activities such as tool making, pottery manufacturing and dining were conducted in specific areas within the site, or whether each family unit re-created these activity areas throughout the site. Her findings indicated that no specialized areas existed within Late Prehistoric sites, and furthermore that tools made during this period served a variety of functions.

Late Prehistoric sites appear to be proportionately much less common than Archaic sites in the coastal plains subregion of southwestern San Diego County (Christenson 1990:134-135; Robbins-Wade 1990). These sites tend to be located on low alluvial terraces or at the mouths of coastal lagoons and drainages. Of particular interest is the observation that sites located in the



mountains appear to be associated with the Late Prehistoric Period. This suggests that resource exploitation broadened during that time, as populations grew and became more sedentary.

ETHNOHISTORIC PERIOD

The founding of Mission San Diego de Alcalá in 1769 by Father Junípero Serra and Mission San Luis Rey de Francia in 1798 by Father Lasuén brought about profound changes in the lives of the Yuman-speaking Kumeyaay (Diegueño) and Shoshonean-speaking Luiseño of San Diego County. The coastal Kumeyaay and Luiseño were quickly brought into their respective missions or died from introduced diseases. Ethnographic work, therefore, has concentrated on the mountain and desert peoples who were able to retain some of their aboriginal culture. As a result, ethnographic accounts of the coastal Kumeyaay and Luiseño are few. Today the descendants of the Kumeyaay bands are divided among 12 reservations in the south county; the descendants of the Luiseño bands among five reservations in the north county.

The Kumeyaay are generally considered to be a hunting-gathering society characterized by central-based nomadism. While a large variety of terrestrial and marine food sources were exploited, emphasis was placed on acorn procurement and processing as well as the capture of rabbit and deer. Shippek (1963, 1989b) has strongly suggested that the Kumeyaay, or at least some bands of the Kumeyaay, were practicing proto-agriculture at the time of Spanish contact. While the evidence is problematic, the Kumeyaay were certainly adept land and resource managers with a history of intensive plant husbandry.

Kumeyaay houses varied greatly according to locality, need, choice and raw materials. Formal homes were built only in the winter as they took some time to build and were not really necessary in the summer. Summer camps needed only a windbreak and were usually located under convenient trees, a cave fronted with rocks or an arbor built for protection from the sun. During the summer, the Kumeyaay moved from place to place, camping wherever they were. In the winter they constructed small elliptically shaped huts of poles covered with brush or bark. The floor of the house was usually sunk about two feet into the earth. In the foothills and mountains *biwat* brush or deer broom was applied in bundles tied on with strands of yucca. In cold weather the brush was covered with earth to help keep the heat inside. Bundles of brush were tied together to make a door just large enough to crawl through.

Most activities, such as cooking and eating, took place outside the house. The cooking arbor was a lean-to type structure or four posts with brush over the top. Village owned structures were ceremonial and were the center of many activities. Sweathouses were built and used by the Kumeyaay men. They were built around four posts set in a square near a river or stream and usually had a dug-out floor. The sweathouse was also used sometimes as a place for treating illnesses.



As with most hunting-gathering societies, Kumeyaay social organization was formed in terms of kinship. The Kumeyaay had a patrilineal type of band organization (descent through the male line) with band exogamy (marriage outside of one's band) and patrilocal marital residence (married couple integrates into the male's band). The band is often considered as synonymous with a village or *rancheria*, which is a political entity.

Almstedt (1980:45) has suggested that the term *rancheria* should be applied to both a social and geographical unit, as well as to the particular population and territory held in common by a native group or band. She also stressed that the territory for a *rancheria* might comprise a 30 square mile area. Many households would constitute a village or *rancheria* and several villages were part of a larger social system usually referred to as a consanguineal kin group called a *cimuL*. The members of the *cimuL* did not intermarry because of their presumed common ancestry, but they maintained close relations and often shared territory and resources (Luomala 1963:287-289).

Territorial divisions among Kumeyaay residential communities were normally set by the circuit of moves between villages by *cimuLs* in search of food. As Spier (1923:307) noted, the entire territory was not occupied at one time, but rather the communities moved between resources in such a manner that in the course of a year all of the recognized settlements may have been occupied. While a *cimuL* could own, or more correctly control, a tract of land with proscribed rights, no one from another *cimuL* was denied access to the resources of nature (Luomala 1963:285; Spier 1923:306); since no individual owned the resources, they were to be shared.

The Kumeyaay practiced many forms of spiritualism with the assistance of shamans and *cimuL* leaders. Spiritual leaders were neither elected to, nor inherited their position, but achieved status because they knew all the songs involved in ceremonies (Shipek 1991) and had an inclination toward the supernatural. This could include visions, unusual powers or other signs of communication with the worlds beyond. Important Kumeyaay ceremonies included male and female puberty rites, the fire ceremony, the whirling dance, the eclipse ceremony, the eagle dance, the cremation ceremony and the yearly mourning ceremony (Spier 1923:311-326).

Important areas of research for the Ethnohistoric Period include identifying the location of Kumeyaay settlements at the time of historic contact and during the following 50 years of the Spanish Period; delineating the effects of contact on Kumeyaay settlement/ subsistence patterns; investigating the extent to which the Kumeyaay accepted or adopted new technologies or material goods from the intrusive Spanish culture; and examining the changes to Kumeyaay religious practices as a result of contact.

HISTORIC PERIODS

San Diego history can be divided into three periods: the Spanish, Mexican and American periods.



SPANISH PERIOD (AD 1769-1822)

In spite of Juan Cabrillo's earlier landfall on Point Loma in 1542, the Spanish colonization of Alta California did not begin until 1769. Concerns over Russian and English interests in California motivated the Spanish government to send an expedition of soldiers, settlers and missionaries to occupy and secure the northwestern borderlands of New Spain. This was to be accomplished through the establishment and cooperative inter-relationship of three institutions: the Presidio, Mission and Pueblo. In 1769 a land expedition led by Gaspar de Portola reached San Diego Bay, where they met those who had survived the trip by sea on the San Antonio and the San Carlos. Initially camp was made on the shore of the bay in the area that is now downtown San Diego. Lack of water at this location, however, led to moving the camp on May 14, 1769, to a small hill closer to the San Diego River and near the Kumeyaay village of Cosoy. Father Junípero Serra arrived in July of the same year to find the Presidio serving mostly as a hospital. The Spanish built a primitive mission and presidio structure on the hill near the river. The first chapel was built of wooden stakes and had a roof made of tule reeds. Brush huts and temporary shelters were also built.

Bad feelings soon developed between the native Kumeyaay and the soldiers, resulting in construction of a stockade whose wall was made from sticks and reeds. By 1772 the stockade included barracks for the soldiers, a storehouse for supplies, a house for the missionaries and the chapel, which had been improved. The log and brush huts were gradually replaced with buildings made of adobe bricks. Flat earthen roofs were eventually replaced by pitched roofs with rounded roof tiles. Clay floors were eventually lined with fired brick.

In August 1774, the Spanish missionaries moved the Mission San Diego de Alcalá to its present location six miles up the San Diego River valley (modern Mission Valley) near the Kumeyaay village of Nipaguay. Begun as a thatched *jacal* chapel and compound built of willow poles, logs and tules, the new Mission was sacked and burned in the Kumeyaay uprising of November 5, 1775. The first adobe chapel was completed in October 1776, and the present church was begun the following year. A succession of building programs through 1813 resulted in the final rectilinear plan that included the church, bell tower, sacristy, courtyard, residential complex, workshops, corrals, gardens and cemetery (Neuerburg 1986). Orchards, reservoirs and other agricultural installations were built to the south on the lower San Diego River alluvial terrace and were irrigated by a dam and aqueduct system.

In 1798 the Spanish constructed the Mission San Luis Rey de Francia in northern San Diego County. They also established three smaller mission outposts (*asistencias*) at Santa Ysabel, Pala and Las Flores (Smythe 1908; Englehardt 1920; Pourade 1961). The mission system had a great effect on all Native American groups from the coast to the inland areas and was a dominant force in San Diego County.



Life for the new settlers at the San Diego Presidio was isolated and difficult. The arid desert climate and aggressive Native American population made life hard for the Spanish settlers. They raised cattle and sheep, gathered fish and seafood and did some subsistence farming in the San Diego River Valley to generate enough food to keep the fledgling community of a few hundred Spaniards and hundreds of Native American neophytes alive. The situation for Spanish Period San Diegans' was complicated by the Spanish government's insistence on making trade with foreign ships illegal. Although some smuggling of goods into San Diego was done, the amounts were likely small (Smythe 1908:81-99; Williams 1994).

Significant research topics for the Spanish Period involve the chronology and ecological impact caused by the introduction of Old World plants and the spread of New World domesticates in southern California; the differences and similarities in the lifeways, access to resources and responses to change between different Spanish institutions; the effect of Spanish colonization on the Kumeyaay population; and the effect of changing colonial economic policies and the frontier economic system on patterns of purchase, consumption and discard.

MEXICAN PERIOD (AD 1822-1846)

In 1822 the political situation changed. Mexico won its independence from Spain and San Diego became part of the Mexican Republic. The Mexican Government opened California to foreign ships, and a healthy trade soon developed, exchanging the fine California cattle hides for the manufactured goods of Europe and the eastern United States. Several of these American trading companies erected rough sawn wood-plank sheds at La Playa on the bay side of Point Loma. The merchants used these "hide-houses" for storing the hides before transport to the east coast (Robinson 1846:12; Smythe 1908:102). As the hide trade grew, so did the need for more grazing lands. Thus the Mexican government began issuing private land grants in the early 1820s, creating the rancho system of large agricultural estates. Much of the land came from the Spanish missions, which the Mexican government secularized in 1833. The mission system, however, had begun to decline when the Mission Indians became eligible for Mexican citizenship and refused to work in the mission fields. The ranchos dominated California life until the American takeover in 1846 (Smythe 1908:101-106; Robinson 1948, Killea 1966, Pourade 1963). The Mexican Period brought about the continued displacement and acculturation of the native populations.

Another change in Mexican San Diego was the decline of the presidio and the rise of the civilian pueblo. The establishment of Pueblos in California under the Spanish government met with only moderate success and none of the missions obtained their ultimate goal, which was to convert to a Pueblo. Pueblos did, however, begin to form, somewhat spontaneously, near the California Presidios. As early as 1791, presidio commandants in California were given the authority to grant small house lots and garden plots to soldiers and their families (Richman 1911:346). Sometime after 1800, soldiers from the San Diego Presidio began to move themselves and their families from the presidio buildings to the tableland down the hill near the San Diego River.



Historian William Smythe noted that Don Blas Aguilar, who was born in 1811, remembered at least 15 such grants below Presidio Hill by 1821 (Smythe 1908:99). Of these 15 grants, only five within the boundaries of what would become Old Town had houses in 1821. These included the retired commandant Francisco Ruiz adobe (now known as the Carrillo Adobe), another building later owned by Henry Fitch on Calhoun Street, the Ybanes and Serrano houses on Juan Street near Washington Street, and a small adobe house on the main plaza owned by Juan Jose Maria Marron (*San Diego Union* 6-15-1873:3). By 1827, as many as 30 homes existed around the central plaza and in 1835, Mexico granted San Diego official pueblo (town) status. At this time the town had a population of nearly 500 residents, later reaching a peak of roughly 600 (Killea 1966:9-35). By 1835 the presidio, once the center of life in Spanish San Diego, had been abandoned and lay in ruins. Mission San Diego de Alcalá fared little better. In 1842, 100 Indians lived under the care of the friars and only a few main buildings were habitable (Pourade 1963:11-12, 17-18). The town and the ship landing area (La Playa) were now the centers of activity in Mexican San Diego.

Adobe bricks were used as the primary building material of houses during the Mexican Period because wood was scarce and dirt and labor were plentiful. The technique had been brought to the New World from Spain, where it had been introduced by the Moors in the Eighth Century. Adobe bricks were made of a mixture of clay, water, sticks, weeds, small rocks and sand. The sticks, weeds and small rocks held the bricks together and the sand gave the clay something to stick to. The mixture was poured into a wooden form measuring about 4 inches by 11 inches by 22 inches and allowed to dry. A one-room, single-story adobe required between 2,500 and 5,000 bricks. Walls were laid on the ground or built over foundations of cobblestone from the riverbed. To make walls the adobe bricks were stacked and held together with a thick layer of mortar (mud mixed with sand). Walls were usually three feet thick and provided excellent insulation from the winter cold and summer heat. To protect the adobe bricks from washing away in the rain, a white lime plaster or mud slurry was applied to the walls by hand and smoothed with a rock plaster smoother. The lime for the lime plaster was made by burning seashells in a fire. The lime was then mixed with sand and water. Once the plaster had dried, it formed a hard shell that protected the adobe bricks. The roof was usually made of carrizo cane bound with rawhide strips. Floors were usually of hard packed dirt, although tile was also used.

The new Pueblo of San Diego did not prosper as did some other California towns during the Mexican Period. In 1834 the Mexican government secularized the San Diego and San Luis Rey missions. The secularization in San Diego County had the adverse effect of triggering increased Native American hostilities against the Californios during the late 1830s. The attacks on outlying ranchos, along with unstable political and economic factors helped San Diego's population decline to around 150 permanent residents by 1840. San Diego's official Pueblo status was removed by 1838, and it was made a subprefecture of the Los Angeles Pueblo. When the Americans took over after 1846, the situation had stabilized somewhat, and the population had increased to roughly 350 non-Native American residents (Killea 1966:24-32; Hughes 1975:6-7).



Two important areas of research for the Mexican Period are the effect of the Mexican rancho system on the Kumeyaay population and the effect of changing colonial economic policies and the frontier economic system on patterns of purchase, consumption and discard.

AMERICAN PERIOD (AD 1846-PRESENT)

When United States military forces occupied San Diego in July 1846, the town's residents split on their course of action. Many of the town's leaders sided with the Americans, while other prominent families opposed the United States invasion. A group of Californios under Andres Pico, the brother of the Governor Pio Pico, harassed the occupying forces in Los Angeles and San Diego during 1846. In December 1846, Pico's Californios engaged U.S. Army forces under General Stephen Kearney at the Battle of San Pasqual and inflicted many casualties. However, the Californio resistance was defeated in two small battles near Los Angeles and effectively ended by January 1847 (Harlow 1982; Pourade 1963).

The Americans raised the United States flag in San Diego in 1846, and assumed formal control with the Treaty of Guadalupe-Hidalgo in 1848. In the quarter of a century following 1848, they transformed the Hispanic community into a thoroughly Anglo-American one. They introduced Anglo culture and society, American political institutions and especially American entrepreneurial commerce. By 1872, they even relocated the center of the City and community to a new location that was more accessible to the bay and to commerce (Newland 1992:8). Expansion of trade brought an increase in the availability of building materials. Wood buildings gradually replaced adobe structures. Some of the earliest buildings to be erected in the American Period were "Pre-fab" houses which were built on the east coast of the United States and shipped in sections around Cape Horn and reassembled in San Diego.

In 1850, the Americanization of San Diego began to develop rapidly. On February 18, 1850, the California State Legislature formally organized San Diego County. The first elections were held at San Diego and La Playa on April 1, 1850 for county officers. San Diego grew slowly during the next decade. San Diegans attempted to develop the town's interests through a transcontinental railroad plan and the development of a new town closer to the bay. The failure of these plans, added to a severe drought which crippled ranching and the onset of the Civil War, left San Diego as a remote frontier town. The troubles led to an actual drop in the town's population from 650 in 1850, to 539 in 1860 (Garcia 1975:77). Not until land speculator and developer Alonzo Horton arrived in 1867 did San Diego begin to develop fully into an active American town (MacPhail 1979).

Alonzo Horton's development of a New San Diego (modern downtown) in 1867 began to swing the community focus away from Old Town. After the county seat was moved in 1871 and a fire destroyed a major portion of the business block in April 1872, Old Town rapidly declined in importance.



American Period resources can be categorized into remains of the frontier era, rural farmsteads and urban environments, with different research questions applicable to each category. Important research topics for the frontier era include studying the changing function of former Mexican ranchos between 1850 and 1940, and investigating the effect on lifestyles of the change from Hispanic to Anglo-American domination of the pueblo of San Diego. Research domains for rural farmsteads include the definition of a common rural culture, comparing the definition of wealth and consumer preferences of successful rural farm families versus middle and upper-middle class urban dwellers, definition of the evolution and adaptation of rural vernacular architecture, and identification of the functions of external areas on farmsteads. Research questions for urban environments include definition of an urban subsistence pattern; definition of ethnic group maintenance and patterns of assimilation for identifiable ethnic groups; identification of specific adaptations to boom and bust cycles; definition of a common culture for working, middle and upper-middle class urban residents; identification of adaptations to building techniques, architectural styles, technological change and market fluctuations through analysis of industrial sites; and investigation of military sites to relate changes in armament technology and fortification expansion or reduction to changing priorities of national defense.

ARCHITECTURE

The built environment, including structures and landscapes, is a vital source of historical evidence on past lifeways, work, ideas, cultural values and adaptations. The built environment is neither a product of random events, nor a static phenomena. The rearrangement of structural features and land use are part of the way in which people organize their lives. Landscapes are lands that have been shaped and modified by human actions and conscious design to provide housing, accommodate production systems, develop communication and transportation networks, designate social inequalities and express aesthetics (Rubertone 1989).

Vernacular architectural studies have demonstrated that pioneer farmers and urban dwellers used folk styles to meet specific needs. Analyses of these house types illustrate adaptation by households as a result of changing needs, lifestyle and economic status. Studies of structural forms at military complexes have documented changes in technology and national defense priorities, and industrial site studies have documented technological innovation and adaptation. The spatial relationships of buildings and spaces, and changes in those relationships through time, also reflect cultural values and adaptive strategies (Carlson 1990; Stewart-Abernathy 1986).

San Diego's built environment spans over 200 years of architectural history. The real urbanization of the City as it is today began in 1869 when Alonzo Horton moved the center of commerce and government from Old Town (Old San Diego) to New Town (downtown). Development spread from downtown based on a variety of factors, including the availability of potable water and transportation corridors. Factors such as views, and access to public facilities affected land values, which in turn affected the character of neighborhoods that developed.



During the Victorian Era of the late 1800s and early 1900s, the areas of Golden Hill, Uptown, Banker's Hill and Sherman Heights were developed. Examples of the Victorian Era architectural styles remain in those communities, as well as in Little Italy.

Little Italy developed in the same time period. The earliest development of the Little Italy area was by Chinese and Japanese fishermen, who occupied stilt homes along the bay. After the 1905 earthquake in San Francisco, many Portuguese and Italian fishermen moved from San Francisco into the area; it was close to the water and the distance from downtown made land more affordable.

Barrio Logan began as a residential area, but because of proximity to rail freight and shipping freight docks, the area became more mixed with conversion to industrial uses. This area was more suitable to the industrial uses because land values were not as high: topographically the area is more level and not as interesting in terms of views as the areas north of downtown. Various ethnic groups settled in the area because their land ownership was available to them.

San Ysidro began to be developed at about the same time, the turn of the century. The early settlers were followers of the Littlelanders movement. There, the pattern of development was lots designed to accommodate small plots of land for each homeowner to farm as part of a farming-residential cooperative community. Nearby Otay Mesa-Nestor began to be developed by farmers of Germanic and Swiss background. Some of the prime citrus groves in California were in the Otay Mesa-Nestor area; in addition, there were grape growers of Italian heritage who settled in the Otay River Valley and tributary canyons and produced wine for commercial purposes.

At the time downtown was being built, there began to be summer cottage/retreat development in what are now the Beach communities and La Jolla area. The early structure in these areas was not of substantial construction; it was primarily temporary vacation housing.

Development spread to the Greater North Park and Mission Hills areas during the early 1900s. The neighborhoods were built as small lots, a single lot at a time; there was not large tract housing development of those neighborhoods. It provided affordable housing away from the downtown area, and development expanded as transportation improved.

There was farming and ranching in Mission Valley until the middle portion of the 20th century when the uses were converted to commercial and residential. There were dairy farms and chicken ranches adjacent to the San Diego River where now there are motels, restaurants, office complexes and regional shopping malls.

There was little development north of the San Diego River until Linda Vista was developed as military housing in the 1940s. The federal government improved public facilities and extended water and sewer pipelines to the area. From Linda Vista, development spread north of Mission



Valley to the Clairemont Mesa and Kearny Mesa areas. Development in these communities was mixed-use and residential on moderate size lots.

San Diego State University was established in the 1920s; development of the state college area began then and the development of the Navajo community was an outgrowth from the college area and from the west.

Tierrasanta, previously owned by the U.S. Navy, was developed in the 1970s. It was one of the first planned unit developments with segregation of uses. Tierrasanta and many of the communities that have developed since, such as Rancho Peñasquitos and Rancho Bernardo, represent the typical development pattern in San Diego in the last 25 to 30 years: uses are well segregated with commercial uses located along the main thoroughfares, and the residential uses are located in between. Industrial uses are located in planned industrial parks.

Examples of every major period and style remain, although few areas retain neighborhood-level architectural integrity due to several major building booms when older structures were demolished prior to preservation movements and stricter regulations regarding historic structures. Among the recognized styles in San Diego are Spanish Colonial, Pre-Railroad New England, National Vernacular, Victorian Italianate, Stick, Queen Anne, Colonial Revival, Neoclassical, Shingle, Folk Victorian, Mission, Craftsman, Monterey Revival, Italian Renaissance, Spanish Eclectic, Egyptian Revival, Tudor Revival, Modernistic and International (McAlester and McAlester 1990).

Research interests related to the built environment include San Diego's railroad and maritime history, development in relationship to the automobile, the role of recreation in the development of specific industries, as well as the design and implementation of major regional planning and landscaping projects, the role of international fairs on architecture, landscape architecture and City building; the development of industrial and military technologies between the two world wars; the relationship between climate, terrain, native plant material and local gardening and horticultural practices, planning and subdivision practices from the turn of the century to the present day and the post-war period of suburbanization.



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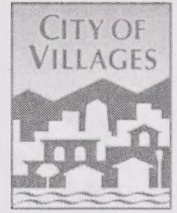
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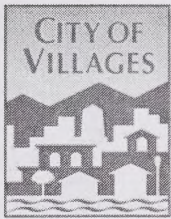
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General Plan Glossary

Abatement:	Any action taken to reduce, relieve, or suppress another continuing action.
Access:	A way or means of approaching or entering, or the right or ability to approach or enter. In the General Plan, one meaning of access specifically focuses on people with disabilities and their access to entities. Another relates to means of moving vehicles to or from the public roadway system such as via a driveway.
Accessibility:	A general term used to describe the degree to which a system is usable by as many people as possible or the degree of ease with which it is possible to reach a certain location from other locations. In the General Plan, one meaning of accessibility specifically focuses on people with disabilities and their ability to access to entities.
Accessory Use:	A use incidental to and on the same lot as a principle use.
Accommodation Sector:	This sector comprises establishments primarily engaged in providing short-term lodging and complementary services to travelers, vacationers and others, in facilities such as hotels, motor hotels, resorts, motels, casino hotels, bed and breakfast accommodations, housekeeping cottages and cabins, recreational vehicle parks and campgrounds, hunting and fishing camps, and various types of recreational and adventure camps.
Activity Centers:	Areas that generate high pedestrian and vehicular trips such as shopping, entertainment, and commercial districts, universities, recreational facilities, or business parks.
Ad Valorem Property Tax:	A tax on the value of real and personal property within the county.
Air Installations Compatible Use Zones (AICUZ) Study:	A federal required study that establishes land use strategies and noise and safety recommendations to prevent the encroachment of incompatible land use from degrading the operational capability of military air installations.



**Airport Land Use
Compatibility Plans
(ALUCPs):**

State required plans adopted by the county Airport Land Use Commission that promote compatibility between public use and military airports, and the land uses that surround them, to the extent that these areas are not already devoted to incompatible land uses.

Ambient Noise Level:

The composite of noise level from all normal background noise sources at a given location. Urban areas typically have a higher ambient noise level than rural areas.

Amenities:

Aesthetic or other characteristics of a development that increase its desirability to a community or its marketability to the public. This may include recreational facilities, security systems, landscaping, and attractive street design.

Annexation:

The inclusion of territory into a city or special district.

Arterial:

Signalized streets that serve primarily through traffic and provide access to abutting properties as a secondary function.

A-Weighted Decibels (dBA):

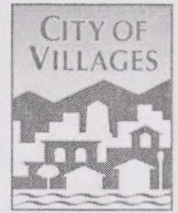
A measurement of noise using a sound level meter with the A-weighted filter, which de-emphasizes the very low, and very high frequency components of the sound, placing greater emphasis on those frequencies within the sensitivity range of the human ear. The A-weighted filter adjusts the scale or "fine-tunes" it for hearing by humans.

Balanced Communities:

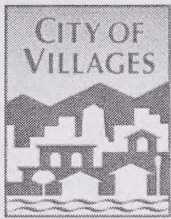
Development of economically balanced communities in order to assure an appropriate housing balance throughout the City where no single area experiences a disproportionate concentration of housing units affordable to very low-, low-, and median-income households.

Base Sector Industries:

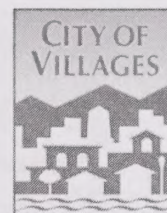
Industrial uses which drive economic prosperity by importing wealth to the local or regional economy through the production of goods and the development of intellectual products and processes which are exported to national or international markets. Therefore opportunities for growth are not constrained by the size of the local market.



Best Management Practices:	Conservation practices or systems of practices and management measures that control soil loss and reduce water quality degradation caused by nutrients, animal waste, toxins and sediment.
Best Practice:	The most efficient (least amount of effort) and effective (best results) way of accomplishing a task, based on repeatable procedures that have proven themselves over time.
Bicycle Master Plan:	A policy document that guides the development and maintenance of a bicycle network, including other roadways that bicyclists have the legal right to use, support facilities and other programs for San Diego over the next 20 years. These policies address important issues related to San Diego's bikeways such as planning, community involvement, utilization of existing resources, facility design, multi-modal integration, safety and education, support facilities, as well as specific programs, implementation, maintenance, and funding.
Biodiversity:	Biological diversity in an environment as indicated by numbers of different species of plants and animals.
Blight:	A condition of deterioration of a site, structure or area that may cause nearby buildings and/or areas to decline in attractiveness and/or utility.
Block:	A usually rectangular space (as in a city) enclosed by streets and occupied by or intended for buildings.
Bulk:	The mass or volume of buildings.
Business and Industry Incentive Program:	Created by the San Diego City Council in 1993 to improve the business climate of the City, by providing certain financial incentives such as tax rebates and permit processing assistance, for businesses and industries which contribute to a sound and healthy economy as determined in the Economic Prosperity Element, the Community and Economic Development Strategy, and/or Council Policy.
Capital Improvements Program (CIP):	A program established by a city or county government which schedules permanent improvements, usually for a



	minimum of five years in the future to fit the projected fiscal capability of the local jurisdiction. The program generally is reviewed annually, for conformance to and consistency with the General Plan.
California Environmental Quality Act (CEQA):	A California law which sets forth a process for public agencies to make informed decisions on discretionary project approvals. The process aids decision-makers to determine whether any environmental impacts are associated with a proposed project. It requires environmental impacts associated with a proposed project to be eliminated or reduced, and that mitigation measures be implemented.
Career Ladder:	Consists of the grades ranging from the lowest level at which an employee can be hired as a trainee, up to the highest level, as a manager.
Collector:	A street that carries a moderate volume of traffic from local streets to arterial streets.
Collocation:	The geographic integration of residential development into industrial uses located on the same premises.
Conversion:	As it relates to industrial-related properties, conversion is the redesignation or change in use of an industrially-designated site to institutional, mixed-use, or residential use.
Commercial Uses:	Commercial uses include retail sales uses involving the sale, lease or rental of new or used goods to the general public and commercial services that provide for consumer or business services, the repair and maintenance of a wide variety of products, and for entertainment.
Community Farm:	A regional-based urban agriculture activity (primarily focused on food production) that can contribute to community development, environmental awareness, positive social interaction, community education and general health.
Community Garden:	A neighborhood-based, small-scale urban agriculture activity (primarily focused on fruits, vegetables and flowers) that can contribute to community development,



environmental awareness, positive social interaction, community education and general health. This type of garden is generally divided into multiple plots for crop cultivation and maintained by individual parties.

Community Landmark:

A symbolic element of community identity that is visible to the public such as a statue or other form of public art, building, residence, or natural feature that provides orientation within a community. Community landmarks can also serve as gathering places for public discussion and civic discourse.

**Community Noise
Equivalent Level (CNEL):**

The predominant noise rating scale used in California for land use compatibility. The CNEL rating represents the average of equivalent noise levels at a location for a 24-hour period, based on an A-weighted decibel with upward adjustments added to account for increased noise sensitivity in the evening and night periods in order to account for the lower tolerance of individuals to noise during those periods.

Community Plan(s):

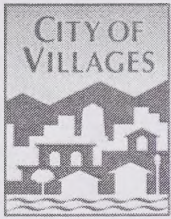
The officially adopted land use plan of a local community that sets forth (in words, maps, illustrations, and/or tables) goals, policies, and recommendations intended to direct present and future physical development that occurs within the community. Community Plans within the City of San Diego are an integral part of the Land Use and Community Planning Element of the City's General Plan and therefore, must be consistent with the goals and policies of the General Plan. Within this General Plan, *community plan* is synonymous with "Specific Plans, Sub Area Plans, and Precise Plans."

**Community Redevelopment
Law (CRL) Affordable
Housing Requirements:**

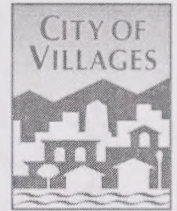
Provisions of low-and moderate-income housing are mandated under CRL with specific requirements for affordable housing, housing replacement, and relocation for persons displaced by redevelopment.

**Congestion Management
Program**

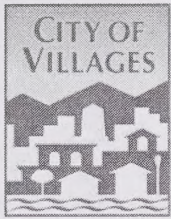
State-mandated program to monitor roadway congestion and assess the overall performance of the region's Transportation system. Based upon this assessment, the CMP contains specific strategies and improvements to reduce traffic congestion and improve the performance of a multi-modal transportation system.



Connectivity:	Rational and functional relationships between the spatial arrangement of development such as the continuity of new and existing pedestrian pathways, or links from parks, open space, commercial areas, and public spaces to other areas.
Conservation:	The management of natural resources to prevent waste, destruction, or degradation.
Consistency:	Agreement or harmony of parts or features to one another or a whole.
Contour:	Lines drawn on a map connecting points of equal elevation.
Conversion:	As it relates to industrial-related properties, conversion is the redesignation or change in use of an industrially-designated site to institutional, mixed-use, or residential use.
Corporate Headquarters:	Uses related to the administration of large or geographically widespread business that may be located separately from the main activity of those businesses. Corporate headquarters are generally office uses which provide administrative support to other company-owned or -operated locations.
Crime Prevention Through Environmental Design (CPTED):	Methods of design that are based on the idea that design and effective use of the built environment can lead to reduction in the fear of crime and incidence of crime.
Cultural Amenities:	Designated space or programming for individual and group presentations, exhibitions or public performances involving music, dance, theatre, opera, literature, visual arts or any combination of media or genres currently known or which may come to be known.
Decibels (dB):	A commonly used measurement of noise that is based on a logarithmic scale that compresses the wide range in sound pressure levels to a more usable range of numbers. People judge a sound that is 10 dB higher than another sound as being twice as loud; and 20 dB higher four times as loud; and so forth.



Dedicated Parkland:	Land committed by City ordinance or state legislature for park and recreation purposes only.
Dedication:	The transfer of property from private to public ownership.
Demand Management Strategies:	As it relates to transportation, strategies to reduce transportation demand through modifying travel behavior and land development policies that reduce automobile dependence.
Demographics:	The statistical characteristics of human populations.
Density:	The relationship between the number of dwelling units existing or permitted on a premises and the area of the premises.
Desalination:	A process by which fresh water can be made from seawater.
Detachment:	Withdrawal of territory from a special district or city; the reverse of annexation.
Development Impact Fees (DIF):	Within urbanized communities, which are near buildout, Development Impact Fees (DIF) are collected to mitigate the impact of new development through provision of a proportionate share of the financing needed for identified public facilities and to maintain existing levels of service for that community.
Discretionary Decision:	A decision requiring the exercise of judgment, deliberation or decision on the part of the decision-making authority in the process of approving or disapproving a particular activity.
Distribution Centers:	A use where goods are received and/or stored for delivery to the ultimate customer at remote locations.
Economic Development:	An effort to increase employment opportunities by expanding or relocating existing businesses.
Element:	In a general plan, a chapter or selection of a local general plan which addresses a specific topic and sets forth policies and programs pertaining to that topic.
Encroachment:	Entry into another's property without right or permission.



Eminent Domain:

California Redevelopment Law provides redevelopment agencies the ability to acquire real property through purchase, lease, option, gift, grant and bequest. Eminent Domain is a special tool for assembling land available under redevelopment; however, several legislated restrictions or limitations apply. The agency may acquire real property on which an existing building is to remain only when the building needs structural improvement, the site requires modification, the owner refuses to enter into an owner participation agreement, or the site is to be used for a public purpose. In practice, eminent domain is rarely utilized in the City of San Diego.

Employment Uses:

A use which typically generates substantial employment such as industrial, office, commercial services, and commercial research. Sometimes the use of the word employment is meant to include other non-base sector employment such as retail commercial uses.

Environmental Technology:

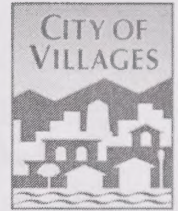
Also known as "Green Technology" is the application of the environmental sciences to conserve the natural environment and resources, and by curbing the negative impacts of human involvement. Sustainable development is the core of environmental technologies. When applying sustainable development as a solution for environmental issues, the solutions need to be socially equitable, economically viable, and environmentally sound. Some environmental technologies that retain sustainable development are: recycling, water purification, sewage treatment, remediation, flue gas treatment, solid waste management, renewable energy, and others.

Environmentally Sensitive Lands (ESL):

Land containing steep hillsides, sensitive biological resources, coastal beaches, sensitive coastal bluffs, or Special Flood Hazard Areas.

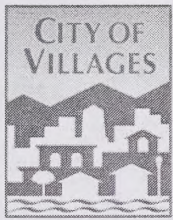
Facilities Benefit Assessment (FBA):

Provides 100 percent of funds for public facilities projects which service a designated area of benefit and are identified in a Public Facilities Financing Plan (PFFP). The dollar amount of the assessment is based upon the cost of each public facility equitably distributed over a designated area



of benefit in the community planning area. Liens are recorded with the County Assessor's Office.

Fenestration:	The arrangement of windows in a building.
Fiscal Impact Analysis:	A projection of the direct public costs and revenues resulting from population or employment change to the local jurisdiction(s) in which the change is taking place.
Floodplain:	Any land area susceptible to being inundated by flood waters from any source.
Floor Area Ratio:	The numerical value obtained by dividing the gross floor area of all buildings on a premise by the total area of the premises on which the buildings are located.
Franchise Fees:	Service fees, equipment sale or lease fees, and royalties paid to a franchise.
Gateways:	An entrance corridor that heralds the approach of a new landscape and defines the arrival point as a destination.
Grading:	Any earthwork that involves grubbing, excavating, embanking, or filling.
General Plan:	A compendium of City policies regarding its long-term development, in the form of maps and accompanying text. The General Plan is a legal document required of each local agency by the State of California Code Section 65301 and adopted by the City Council or Board of Supervisors.
Gross Domestic Product:	The total value of goods and services produced in a country over a period of time.
Heat Island:	A "dome" of elevated temperatures over an urban area caused by structural and pavement heat fluxes, and pollutant emissions.
Heavy Industrial:	A land use designation or description of types of industrial uses which permits any type of industrial uses including heavy manufacturing (uses which process or fabricate large base sector products or assemble large equipment).



High Occupancy Vehicle (HOV) Facility:

A transportation facility reserved for vehicles with a driver and one or more passengers, including transit vehicles.

High Technology:

High technology involves the application of scientific methods from one or more of the natural sciences such as biology, chemistry, geology, and physics to design, develop, or produce machines, apparatus, instruments, tools, components, software, communications systems, systems integration, or manufacturing processes.

Hot Spot:

A location where emissions from specific sources may expose individuals and population groups to elevated risks of adverse health effects and contribute to the cumulative health risks of emissions from other sources in the area. Examples include carbon monoxide from idling motor vehicles and toxic pollutants from industrial/commercial operations.

Hourglass Economy:

An economy characterized by an increasing workforce at the top in the knowledge sector with a corresponding bulge in the service sector beneath, in combination with a shrinking middle-class, thereby creating an "hourglass-shaped" economy.

Impact:

The effect of any man-made actions or indirect repercussions of man-made actions on existing physical, social, or economic conditions.

Industrial Park:

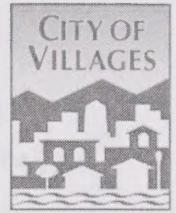
A planned development of a tract of land with two or more separate industrial buildings.

Industrial Use:

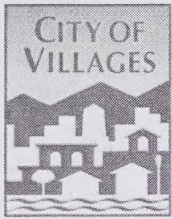
Uses that produce goods from extracted and raw materials or from recyclable or previously prepared materials, including the design, storage, and handling of these products and the materials from which they are produced. Generally, it includes heavy and light manufacturing, marine industry, research and development, and trucking and transportation terminals.

Infill Development:

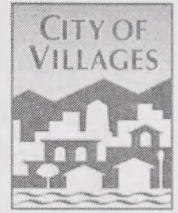
Development of vacant land (usually individual lots or left-over properties) within areas that are already largely developed.



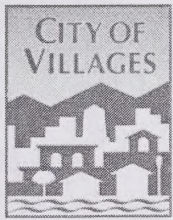
Information Infrastructure:	The underlying network that allows the transfer and distribution of information via telecommunication and computer transactions.
Intelligent Transportation Systems:	Electronics, communications, or information processing used singly or in combination to improve the efficiency or safety of the surface transportation system. See page Mobile Element Section D for more information.
Intensity:	A measure of development impact as defined by characteristics such as the number of employees per acre.
Jobs-Housing Balance:	A planning tool used to achieve an optimal number of jobs to housing units within a jurisdiction, matching the skills of the workforce with housing costs, sizes, and locations.
Joint Use:	The development of two or more adjacent zoning lots located in the same zoning district and used for a single, unified development. Also refers to the shared use of recreational areas by the school and community during non-school hours as defined in joint use lease agreements.
Land Conversion:	A redesignation or change of use from one major category of uses to another, such as industrial use to residential use.
Landfill:	A system of trash and garbage disposal in which the waste is buried between layers of earth to build up low-lying land.
Landform:	A landform is a characteristically shaped feature of the earth's surface that is produced by natural forces.
Landscape:	An area that is permanently devoted and maintained to the growing of shrubbery, turf, and other plant materials.
Large Retail Establishment:	A retail establishment comprised of one single-tenant retail establishment of at least 50,000 square feet of gross floor area or one multiple tenant retail establishment of at least 50,000 square feet of gross floor area where the multiple tenants share common check stands, an controlling interest, storage areas, warehouses, or distribution facilities. The definition does not include a shopping mall but does include any freestanding retail business located on the premises of a shopping mall if it meets the definition set forth above.
Leadership in Energy and	A "green" building rating system, a national standard for



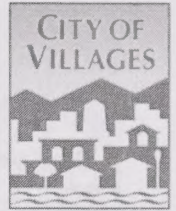
Environmental Design (LEED):	developing sustainable buildings.
Levels of Service (LOS):	A qualitative measure describing operational conditions within a traffic stream. LOS ratings typically range from LOS A, which represents free flow conditions to LOS F, which is characterized by forced flow, heavy congestion, stop-and-go traffic, and long queues forming behind breakdown points.
Light Industrial:	A community plan land use designation or description of certain types of industrial uses such as corporate headquarters; wholesale, distribution, and storage; light manufacturing; research and development and some transportation related uses.
Linkage:	With respect to jobs/housing balance, a program designed to offset the impact of employment on housing need within a community.
Liquefaction:	The process of making or becoming liquid, the state of being liquid.
Lot:	A parcel, tract, or area of land established by plot, subdivision or other legal means to be owned, used, or developed.
Lot Consolidation:	The removal of lot lines between contiguous parcels.
Low Floor Vehicles:	A term describing vehicles such as busses, trolley busses and trams whose passenger compartment has a floor which is considerably lower than that of traditional cars.
Low Rise Structure:	A structure having few stories (three or less) and not equipped with elevators.
Maintenance Assessment Districts (MAD):	A legal mechanism by which property owners can vote to assess themselves to pay and receive services above-and-beyond what the City normally provides.
Manufactured Slopes:	Slopes and hillsides which have not been formed naturally and are the result of construction grading.



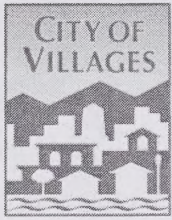
Manufacturing Sector:	This sector of industry generally takes the output of the primary sector and manufactures finished goods or products to a point where they are suitable for use by other businesses, for export, or sale to domestic consumers. This sector is often divided into light industry and heavy industry. Many of these industries consume large quantities the raw materials into goods and products.
Manufacturing Use:	A use that processes, treats, fabricates, assembles, or packages large base sector products or finished parts or products. This use is often divided into light manufacturing and heavy manufacturing.
Market Analysis:	Determines what the buyer should be willing to pay for property, based upon past sales and present competition.
Maximum Noise Level (LMax):	A noise rating that indicates the maximum noise level during a single noise event.
Medians:	An area in the approximate center of a city street or state highway that is used to separate the directional flow of traffic.
Mello-Roos:	An area where a special tax is imposed on those real property owners within a Community Facilities District. This district has chosen to seek public financing through the sale of bonds for the purpose of financing certain public improvements and services. The tax paid is used to make the payments of principal and interest on the bonds.
Middle-Income:	The income category of a household earning between 81-120 percent of area median income, adjusted for household size.
Mini-Park:	Parks that are less than standard size which are used to supplement an already park-deficient area (sometimes referred to as a vest pocket park).
Ministerial:	An action taken by a governmental agency that follows established procedures and rules and does not call for the exercise or judgment in deciding whether to approve a project.
Mixed-Use:	Development consisting of 2 or more land uses that are combined in a single structure or located on a single site,



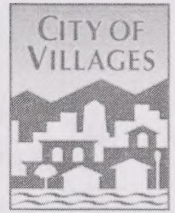
	with functional interrelationships between uses and a coherent design. Typically, mixed-use can be done in the following ways: Vertical Mixed-Use – A single structure with the above floors used for residential or office use and the ground floor for retail/commercial, and Horizontal Mixed-Use – A single structure which provides retail/commercial in the portion fronting a public or private street with attached or detached residential or offices uses located behind or to the side of a single site.
Mobility:	As it relates to transportation, the ability to move. Among other things, can depend on motor skills, assistive devices, transportation infrastructure (sidewalks, roadways, bikeways, light rail, heavy rail, control devices, etc.), vehicles (bikes, cars, trucks, busses, trolleys, rail cars), transit service (hours of operation, frequency), and congestion.
Modes:	Different types of travel such as public transit, automobile, commuter rail, cycling, or walking.
Mode Shift Potential:	As it relates to transportation, the tendency to utilize alternative modes of transportation.
Mode Split:	The proportion of total person trips using various specified modes of transportation.
Modern Industrial Structures:	One-, two-, and three-story buildings and accessory structures which were built using pre-cast concrete "tilt-up" panels or steel frame construction and which have less than 50 percent of Gross Floor Area built out as offices. These structures generally have exposed concrete, tile, raised, or "sticky" floors, and have at least 15-foot floor-to-ceiling heights on each story to accommodate mechanical equipment, and must have at least one loading dock or drive-in truck door.
Modified Grid:	A network of streets that is similar to a grid street pattern except that it is modified to incorporate curves in roadways or diagonally directed streets.



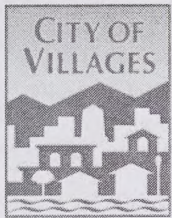
Multiple Species Conservation Program (MSCP):	A program that aims to preserve a network of habitat and open space, and protect bio-diversity.
Multi-Modal:	Refers to the availability of multiple transportation options, especially within a system or corridor.
Multi-Tenant Office:	Premises containing office structures occupied by more than one company or business.
Municipal Boundary Adjustment:	A change in the boundary of a local jurisdiction.
National Security and International Affairs Subsector:	In San Diego this sector is represented by military units and commands within the Department of the Navy. These establishments are almost exclusively located on military reservations (bases) not under the City's land use jurisdiction.
Neighborhood Policing:	An approach to law enforcement designed to reduce and prevent crime by increasing interaction between local law enforcement agencies and the people and neighborhoods they serve.
Net Zero Energy:	Net zero energy is achieved when the amount of electricity put back into the grid equals the amount used from the grid, on an annual basis. The net zero energy concept is based on the State Department of Energy's Zero Energy Homes research initiative. A net zero energy structure combines state-of-the-art, energy-efficient construction and appliances with commercially available renewable energy systems such as solar electricity and results in net zero consumption from utility provider.
Nexus:	Term meaning a direct connection or relationship between an exaction and the project on which it is imposed.
Noise Attenuation:	Measures used to decrease noise impacts. Noise impacts can typically be attenuated by four basic methods: by reducing the sound level of the noise generator, by interrupting the noise path between the source and receiver, by increasing the distance between the source and receiver, and by insulating the receiver (building material and construction methods).



Noise Scales:	Different methods used to measure noise.
Noise-Sensitive Land Uses:	Land uses depending on the specific indoor or outdoor use that can be affected by a loud noise environment. The most common types of uses include, but are not limited to: residential, hospitals, nursing facilities, intermediate care facilities, educational facilities, libraries, museums, places of worship, child care facilities, and certain types of passive recreational parks and open space (see also Sensitive Receptors).
Non-Base Sector Industries:	The non-economic base includes establishments that exchange the wealth created by the economic base for the provision of essential goods and services to the local population. These industries must be in close proximity to the population served and they compete among themselves in the local component of the Retail Trade, Wholesale Trade, and Service sectors of the economy.
Office Structure:	A building characterized by smaller floorplates, lower ceiling heights, and lack of other industrial amenities such as truck bays and loading docks. An office building is often multi-storied. Many different types of uses, such as business, professional, or industrial use may locate in office-type structures.
Office Use:	Uses that focus on business, government, professional, medical, or financial services.
Open Space Land:	Provides for the preservation of land that has distinctive scenic, natural or cultural features, that contribute to community character and form, or that contains environmentally sensitive resources. Applies to land or water areas that are undeveloped, generally free from development, or developed with very low-intensity uses that respect natural environmental characteristics and are compatible with the open space use. Open Space may have utility for: primarily passive park and recreation use; conservation of land, water, or other natural resources; historic or scenic purposes; visual relief; or landform preservation.



Agreements:	Owner Participation Contracts entered into between an agency and a property owner memorializing the parties' obligations with respect to a redevelopment project.
Parking Management:	Employing complementary policies and programs designed to optimize the use of public and private parking resources.
Parks, Parkland:	Areas within the City designated for the primary purpose of active or passive recreational activity. In the City of San Diego, various types of parkland exist: <u>Population-Based Parks.</u> These include Neighborhood and Community Parks that provide <i>useable</i> space for both active and passive recreational uses, located in close proximity to residential development and intended to serve the daily needs of residents. <u>Resource-Based Parks.</u> These are located, or centered on, distinctive natural or man-made features (historical, cultural or natural). Intended for regional use by residents or visitors. <u>Open Space Parks.</u> These include open space systems consisting of canyons, mesas and other natural landforms such as Tecolote Canyon, Rancho Peñasquitos Preserve, and Black Mountain Natural Open Space Parks. These are intended to preserve and protect native plants and animals, while providing public access for recreational purposes.
Pedestrian Design:	Development designed with an emphasis primarily on the street sidewalk and on pedestrian access to a site and building.
Pedestrian Master Plan:	A master plan designed to enhance neighborhood quality and mobility options by facilitating pedestrian-oriented improvement projects. The City of San Diego's Pedestrian Master Plan will identify and prioritize pedestrian improvement projects based on technical analysis and community input, and improve the City's ability to receive grant funding to implement future pedestrian improvement projects.
Pedestrian Refuge:	Also known as a "Pedestrian Refuge Island", is a designated area between lanes of opposing traffic where pedestrians



may safely wait until vehicular traffic clears, allowing them to cross a street. Pedestrian refuges can significantly reduce delay in crossing uncontrolled locations since the pedestrian need only search for a gap in traffic one direction at a time.

Phasing:

A development project that is constructed in increments, each increment being capable of existing independently of the others.

Police Power:

The inherent right of a government to restrict an individual's conduct or use of his/her own property in order to protect the health, safety, and welfare and morals of the community.

Precise Plan:

A cross between a planned unit development and a larger specific plan, allowing flexibility to address situational factors; modifying districts to allow diversification in land uses, development requirements, density, and open space and to require design review.

Premises:

An area of land with its structures that, because of its unity of use, is regarded as the smallest conveyable unit.

Prime Industrial Land:

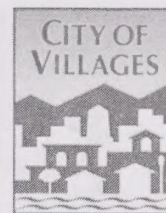
Land is considered prime industrial if it is identified on Figure EP-1 of the Economic Prosperity Element. The following six criteria (see Appendix B, EP-1) are analyzed to determine if an area qualifies as prime industrial land: it is designated industrial in the community plan, it has restrictive industrial zoning, it is feasible for industrial use from a market perspective, it is predominately developed with industrial structures, it is free from non-industrial encroachment, and it is in proximity to resources of extraordinary value.

Production-Sharing Facilities:

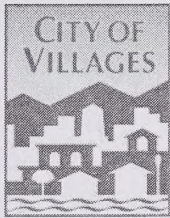
Product manufacturing facilities which include a U.S.-based portion of a manufacturing operation and a foreign-owned factory in Mexico at which imported parts are assembled by lower-paid workers into products for export.

Public Administration

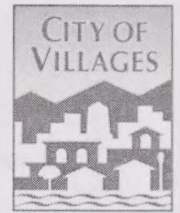
The Public Administration sector consists of establishments



Sector:	of federal, state, and local government agencies that administer, oversee, and manage public programs and have executive, legislative, or judicial authority over other institutions within a given area. These agencies also set policy, create laws, adjudicate civil and criminal legal cases, provide for public safety and for national defense. In general, government establishments in the Public Administration sector oversee governmental programs and activities that are not performed by private establishments.
Public Art:	Artworks that are located in public places. Artworks must be designed or specified by a professional artist.
Public Assembly Uses:	The use of premises for the gathering together of 50 or more persons.
Public Benefit:	That which promotes the well-being of the public or community.
Public Facility Financing Plan (PFFP):	A document identifying needed public facilities, required timing, responsible parties, and anticipated funding.
Quiet Zones:	Areas where trains do not have to sound their horns when approaching a grade crossing. The federal government allows local jurisdictions to establish train horn quiet zones with the implementation of supplementary and alternative safety measures to compensate for loss of the train horn usage.
Real Property Transfer Tax:	State and local taxes that are assessed on real property when ownership of the property is transferred between parties.
Recreation, Active:	Type of recreation or activity that requires the use of organized play areas including, but not limited to, softball, baseball, football and soccer fields, tennis and basketball courts and various forms of children's play equipment.
Recreation, General:	Amusing or stimulating activity, both physical and non-physical, such as play, diversions, or entertainment. Recreation can occur in almost any public place in the City, such as tot lots, multi-purpose fields, courts (tennis,



	basketball), open space trails, reading/resting areas, barbecue and picnic facilities, theaters, museums, historic centers, and cultural centers.
Recreation, Passive:	Type of recreation or activity that does not require the use of organized play areas.
Redevelop:	To demolish existing buildings; or to increase the overall floor area existing on a property; or both; of whether a change occurs in land use.
Redevelopment:	The legally authorized process of rehabilitating or rebuilding a deteriorated section of a City using municipal powers and finances to reassemble properties, replace infrastructure, or otherwise assist in creating new facilities and stimulating private development.
Regional Capital Facilities:	Capital facilities which benefit up to a number of jurisdictions such as state highways, land fills, and wastewater facilities.
Regional Comprehensive Plan (RCP):	The long-term planning framework for the San Diego region as a whole, adopted by the SANDAG Board.
Regional Technology Plan:	A guiding document containing goals, priorities, strategies, and other policies that assist a region in achieving long-term social and economic success through the strategic use, integration, and investment in modern technologies.
Regional Transportation Plan (RTP):	A minimum 20-year plan that is required by state and federal law to guide the development of the region's transportation system.
Regionalization:	The act of equalizing resources from a central point outwards within a particular region.
Research and Development (R&D):	Establishments primarily engaged in scientific research and testing leading to the development of new products and processes.
Reservation:	A tract of public land set aside; as for use by Native Americans.
Revitalization:	The imparting of new economic and community life in an existing neighborhood, area, or business district while at



the same time preserving the original building stock and historic character.

Ride Share:

Transportation of more than one person for commute purposes, in a motor vehicle, with or without the assistance of a commuter matching service.

Right-of-Way:

Public property which is typically set aside for the construction of a road and the installation of utilities.

Rough Proportionality:

A determination made by the City that an exaction is related both in nature and extent to the impact of proposed development.

Sales and Use Tax:

A sales tax is a state or locality imposed percentage tax on the selling or renting of certain property or services. A Use Tax is a tax imposed upon goods purchased in another state that does not tax them and are brought or shipped into the taxing jurisdiction for use, storage, or consumption.

Scenic Highways/Corridors:

A state or county route whose Scenic Corridor Protection Program has been reviewed and approved by the State Scenic Highway Advisory Committee or CALTRANS.

Seismic:

Of, subject to, or caused by an earthquake.

Self-Sufficient Wages:

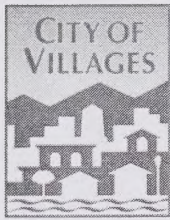
Note to reader: For the legislative intent on the use of this term, refer to the March 7, 2008 memo from Council President Scott Peters and Councilmember Anthony Young, included as Exhibit A to the Glossary.

Sensitive Receptors:

Land uses considered to be sensitive receptors include residential, schools, child care centers, acute care hospitals, and long-term health care facilities. Sensitive receptors are determined based upon special factors which may include the age of the users or occupants, the frequency and duration of the use or occupancy, continued exposure to hazardous substances as defined by federal and state regulations, and the user's ability to evacuate a specific site in the event of a hazardous incident.

Service Sector:

Activities that are not directly involved in the production or processing of goods and energy; activities associated with trade, transportation, health, education, public administration, and recreation.



Shared Parking:

Parking spaces shared by more than one user. Allows multiple users on one site to take advantage of different parking demand peaking characteristics. Off-site shared parking arrangements can also be used to meet parking needs by utilizing available off site parking supply.

Shoreline:

"The upper reaches of the wash of the waves, other than storm and seismic waves, at high tide during the season of the year in which the highest wash of the waves occurs, usually evidenced by the edge of vegetation growth, or the upper limit of debris left by the wash of the waves." (*Coastal Zone Management Act [CZMA] of 1972 [16 U.S.C. 1450 et seq.]*).

Single-Event Noise Exposure Level (SENEL) or Sound Exposure Level (SEL):

A rating scale used to measure single event noises by measuring the duration between the initial and final times for which the sound level of the single event exceeded the background noise level. It takes into account the maximum noise level (LMax) and the duration of the event.

Single-Tenant Office:

Office uses which are conducted in a structure leased or owned by only one company or business.

Smart Cards:

Credit card-sized plastic cards with an embedded antenna and computer chip, used to replace traditional transit tickets or tokens.

Smart Growth Incentive Program:

A program based on the SANDAG Regional Comprehensive Plan (RCP); using funding incentives to encourage coordinated regional planning to bring transit service, housing, and employment together in smart growth development.

Softscape:

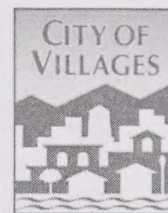
As it applies to landscape, softscape comprises trees, flowers, ground cover, and flowers.

Solid Waste:

Any unwanted or discarded material that is not a liquid or gas.

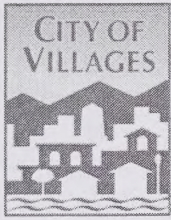
Sound Transmission Class (STC):

A rating classification that specifies the noise level reduction that windows, doors, wall construction materials, and insulation provide. For example, if the exterior of a

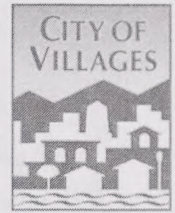


structure is exposed to 75-dBA and 45-dBA is measured on the interior of the structure, then a reduction of 30-dBA is achieved. Typically, higher STC ratings indicate greater interior noise reductions.

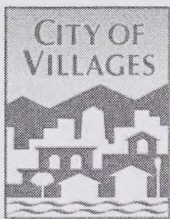
Specialty Commercial Uses:	Uses such as general commercial, lodging, restaurants and commercial recreation which provide for the specialized needs of locations in the City created by their proximity to particular land uses such as tourist, recreation, or specialty attractions.
Specific Plan:	A special set of development standards that apply to a particular geographical area.
Speed Tables:	A traffic calming measure consisting of long raised speed humps with a flat section in the middle and ramps on the ends; sometimes constructed with brick or other textured materials on the flat section.
Sphere of Influence:	A plan for the probable physical boundaries and service area of a local agency, as determined by the commission.
Storm Water:	The flow of water, which results from precipitation, immediately following rainfall.
Street Design Manual:	Provides information and guidance for the design of the public right-of-way that recognizes the many and varied purposes that a street serves. It includes technical information for the design of residential, commercial, collector, major streets and rural roads; provides design options for traffic calming measures; and other street design standards.
Street Furniture:	A collective term for objects and pieces of equipment installed on streets and roads for various purposes, including benches, bollards, post boxes, phone boxes, streetlamps, street lighting, traffic lights, traffic signs, direction signs, bus stops, taxi stands, outside lavatories, fountains and memorials, and waste receptacles.
Street Tree Program:	A program that provides guidelines for the planting, pruning, and removal of street trees within the boundaries of City property.



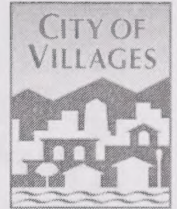
Streetscape:	The appearance or view of a street.
Strip Commercial:	Commercial zoning/development immediately adjacent and parallel to a collector or arterial street.
Suburban:	Inhabited districts located either on the outer rim of a city or outside the official limits of a city.
Superblocks:	A very large commercial or residential block barred to through traffic.
Surface Transportation:	Means of moving persons or goods from one place to another, including by foot, bicycle, motor vehicle, transit (bus, light rail), rail, and truck.
Sustainable Development:	Development that meets the needs of the present without compromising the ability of future generations to meet their needs. In the City of San Diego, the result would be compact, village-like development that ensures the maximum use of underutilized sites, encourages the use of public transport, cycling and walking over the use of the private car, and minimizes water, air, biological and other impacts on the local environment and communities.
Tandem Parking:	Two parking spaces, one behind the other, with a common or shared point of access to the maneuvering aisle.
Tax Increment Financing:	Tax increment is the agency's base financing tool and is based upon the cumulative assessed value within a project area at the time a redevelopment plan is adopted. Any increase in assessed property value (resulting from the sale of property or new development) over the base value is called tax increment and may be utilized by the agency to repay debt incurred in conjunction with redeveloping the project area.
Telecommunications:	Communication at a distance.
Threshold:	A measured range of capacity or concentration.



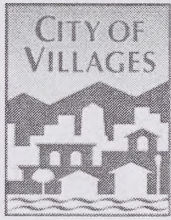
Time Above:	The amount of time noise exceeds a threshold level. Time Above is another measure used to analyze single event noises. The threshold can be set at any noise level for instance, 65 or 75 dBA. It typically uses minutes per day that the noise level exceeds the threshold level.
Topography:	The practice of graphic delineation in detail, usually on maps or charts of natural and man-made features of a place or region, in a way to show their relative positions and elevations.
Traffic Calming:	The combination of mainly physical measures that reduce the negative effects of motor vehicle use, alter driver behavior and improve conditions for non-motorized street users.
Traffic Impact Study Guidelines:	A set of guidelines that encourage consistency in the preparation and review of traffic impact studies.
Traffic Management:	Management of the road network in order to achieve improvements in road safety and efficiency. Techniques include physical measures, regulatory measures, information provision and charging for facilities.
Trails Master Plan:	A plan that helps to guide the development of an interconnected network of recreational trails.
Transient Occupancy Tax:	A method of funding tourism marketing efforts through tax dollars collected in a Transient Occupancy Tax (TOT) which is charged as a special tax to those staying in local hotels.
Transit-Oriented Development (TOD) Design Guidelines:	Guidelines that direct growth into compact neighborhood patterns of development, where living and working environments and public transit facilities are within walking distance. The Guidelines are based on the principles of reducing automobile trips while increasing other transit opportunities; reducing roadway expansions when transportation demands can be met through other modes; reducing air pollutants, conserving energy, and reducing automobile congestion; preserving open space and sensitive lands; providing for a diversity of housing types and affordability levels; and maximizing living, working, and convenience activities within the same neighborhood.



Transit-Oriented Development:	A compact land use pattern with housing, public parks, and plazas, jobs and services located along key points on a transit system.
Transit Priority:	Refers to measures and techniques designed to minimize delays to buses at intersections and along congested roads ensuring a faster commute time for passengers.
Transparency:	The quality of being clear and/or having a nature of being transparent. As it relates to building design, transparency is promoted through measures such as the use of windows and spaces between buildings.
Trip:	A movement from the beginning of travel to a destination.
Universal Design:	Strives to be a broad-spectrum solution that helps everyone, not just people with disabilities.
Urban:	Something of, relating to, characteristic of, or constituting a city.
Urban Forest Master Plan:	A comprehensive set of policies that describe the long-term goal, strategies, and priorities to address the urban street tree inventory and forest canopy.
Urbanized:	To take on urban characteristics.
Usability:	Used to describe how easily an entity (e.g., device, service, environment) can be used by any type of user.
Useable Acres:	A graded pad not exceeding two percent rough grade, as required to provide for structured, public recreational programs of an active nature common to local parks in the City of San Diego (such as ball games or court games). Or gently sloping land not exceeding ten percent grade for unstructured public recreational activities, such as children's play areas, appreciation of open spaces, or a combination thereof, unconstrained by environmental restrictions that would prevent its use as a park and recreation facility, free of structures, roads or utilities, and unencumbered by easements of any kind.



User Fees:	Fees paid for the use of public facilities and services.
Utility User Tax:	A tax imposed and levied by the City upon every person using electricity, including co-generated electricity, within the City.
Vehicle Trip Generation Rates:	Average number of one-way vehicle trips generated per unit of a specified land use type, such as per dwelling unit of multi-family residential or per 1,000 square feet of high rise office. Rates are determined by empirical data.
Viewsheds:	A line of sight, as far as one can see, including adjacent areas.
Visitor Industries:	Those establishments which primarily serve visitors to the San Diego region and are frequently referred to as the tourist industry, comprised of two sectors: the Accommodation and Food Services sector; and the Arts, Entertainment, and Recreation sector.
Walkability:	The extent to which walking is readily available to the consumer, as a safe, connected, accessible, and pleasant activity.
Warehousing and Distribution:	Includes uses that provide and distribute goods in large quantities. Long-term and short-term storage of commercial goods and personal items is included.
Wastewater:	Water that carries waste from residences, businesses, and industries as a result of use through washing, flushing or as part of a manufacturing process.
Watershed:	A hydrologic geographic area in which waters, solids and dissolved materials flow to a common outlet such as a point on a larger stream, a lake or underlying aquifer, an enclosed bay, an estuary, or the ocean.
Water Transfers:	A change in the way that water is allocated among users. An example would be relocating water from reservoirs in Northern California for use in Southern California.



Wayfinding:

Navigates readers through a city, hospital corridor or airport, calls attention to a storefront, or provides information about an exhibit; a succession of clues comprising visual, audible and tactile elements.

Wetlands:

A transitional area between terrestrial and aquatic systems where the water table is usually at or near the surface or where the land is covered by shallow water.

Wholesale Distribution:

Establishments primarily engaged in wholesaling, and bulk sales distribution including open air handling of material and equipment.

Wireless Facilities:

Structures such as cellular phone antennas, towers, and related equipment devoted to the transmission of cellular phone signals.



CITY OF SAN DIEGO

MEMORANDUM

DATE: March 7, 2008

TO: Honorable Councilmembers

FROM: Council President Scott Peters
Councilmember Anthony Young

SUBJECT: Proposal for Economic Prosperity Element of the General Plan Update

The goal of the Economic Prosperity Element of the General Plan is to increase San Diego's local economy by creating jobs that are sustainable and pay for themselves. In particular, to the extent that the City spends revenues to attract or retain jobs, we should focus on high paying jobs. The Economic Prosperity Element is not intended to regulate wages in our local economy. We believe that this should be clarified and encourage our fellow Councilmembers to adopt the following changes to the Economic Prosperity Element.

- **Amend Introduction**

For our City to create a diversified economy that encourages growth sectors, we need jobs that provide a sustainable income for families. We propose changing the term in the Introduction of the Economic Prosperity Element from "livable wages" to "self-sufficient wages."

Existing language for EP Introduction (EP-3) as approved by LU&H	Proposed language for EP Introduction (EP-3)
Introduction: The policies in this element are intended to improve economic prosperity by ensuring that the economy grows in ways that strengthen our industries, retain and create jobs with livable wages, increases average income, and stimulate economic investment in our communities.	Introduction: The policies in this element are intended to improve economic prosperity by ensuring that the economy grows in ways that strengthen our industries, retain and create good jobs with self-sufficient wages, increases average income, and stimulate economic investment in our communities.

Self-sufficient wages pay enough for families and single adults to achieve a modest standard of living where families can make ends meet without assistance from public programs. Many in the restaurant industry have expressed concerns about the fact that they pay minimum wage but their employees also earn a substantial income through tips. This creates a problem since their wage is not up to a living wage standard, but combined with tips it easily is. Under the self-sufficiency standard this concern would be addressed.

- **Amend EP-A: Industrial Land Use**

Our City needs to support and encourage job centers and housing that can co-exist. We need to strengthen the nexus between workforce housing and employment. Additionally, we need to retain and expand our highly-trained workforce by keeping and increasing their wages giving them the opportunity to live near their employment centers.

Existing language for EP-A: Goals (EP-5) as approved by LU&H	Proposed language for EP-A: Goals (EP-5)
A diversified economy with a focus on providing quality employment opportunities and livable wages for San Diegans.	A diversified economy with a focus on providing quality employment opportunities and <u>self-sufficient wages</u> for <u>all</u> San Diegans.

This language better reflects our goal of creating a workforce that earns an income that is sufficient to sustain themselves and their families.

Existing language for EP-A.12 (EP-11) as approved by LU&H	Proposed language for EP-A.12 (EP-11)
Encourage the provision of housing in proximity to employment areas not identified as Prime Industrial Land, with housing types and prices that are consistent with wages earned in the employment areas, based on a variety of economic, physical, health and safety, and social factors.	Encourage the provision of workforce housing <u>within</u> employment areas not identified as Prime Industrial Land <u>that is compatible with wage structures associated with existing and forecasted employment.</u>

The proximity of housing to centers of employment creates vibrant communities. The City should create opportunities for our workforce to live near their employment centers. Without a nexus between housing and wage structures, this will not be possible. All San Diegans deserve the opportunity to live in a clean and safe community. The General Plan can help to achieve these goals.

- **Amend EP-E: Employment Development**

Our City should encourage learning opportunities and investment in excellent schools. We need to ensure that employees also have equitable access to these educational opportunities and training that will lead to higher quality jobs that pay self-sufficient wages.

Existing language for EP-E: Goals (EP-21) as approved by LU&H	Proposed language for EP-E: Goals (EP-21)
A higher standard of living through increased wages and benefits in low wage industries.	A higher standard of living through <u>self-sufficient wages and an increase in citywide real median income per capita.</u>

Existing language for EP-E.3 (EP-25) as approved by LU&H	Proposed language for EP-E.3 (EP-25)
Support measures to increase wages and provide advancement opportunities in low wage industries.	Support the creation of higher quality jobs with advancement opportunities <u>and self-sufficient wages.</u>

Existing language for EP-E.4 (EP-25) as approved by LU&H	Proposed language for EP-E.4 (EP-25)
Support living wage, or similar legislation, to increase the standard of living for lower-income residents.	Support programs to increase the standard of living for lower-income residents.

The proposed changes make it clear that we want to support jobs that provide self-sufficient wages for its workforce. Additionally, the changed language better states our desire to support programs that will specifically assist low-income residents.

- **Amend EP-I: Visitor Industries**

San Diego's unique location, climate, and amenities make it a prime destination for those around the world. Since visitor industries employ those who welcome visitors to our City, we encourage this industry to improve the quality of employment opportunities and community reinvestment.

Existing language for EP.I.1 (EP-30) as approved by LU&H	Proposed language for EP-I.1 (EP-30)
Develop a priority ranking system for Transit Occupancy Tax projects and programs which focuses on communities with existing needs and village characteristics consistent with the Public Facilities and Services Element Section B, Prioritization. Include consideration of the following criteria, and others as needed, in the ranking system: - The creation of middle-income employment opportunities, and programs to assist businesses which offer living wage and demonstrate the use of training or other programs resulting in career ladders for its employees. Visitor-oriented projects and programs, including the arts that provide the	Develop a priority ranking system for <u>Transient</u> Occupancy Tax projects and programs which focuses on communities with existing needs and villages characteristics consistent with the Public Facilities and Services Element of Section B, Prioritization. Include consideration of the following criteria, and others as needed, in the ranking system: - The creation of middle-income employment opportunities, and programs to assist businesses which offer <u>sustainable</u> wages and demonstrate the use of training or other programs resulting in career ladders for its employees. Visitor-oriented projects and programs, including the arts that provide the

most direct benefit to San Diego residents. - Programs that will benefit the tourism workforce.	most direct benefit to San Diego residents. - Programs that will benefit the tourism workforce.
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Existing language for EP-I.2 (EP-30) as approved by LU&H	Proposed language for EP-I.2 (EP-30)
Provide business incentive programs for private, tourist-related development projects which offer living wages and demonstrate use of training programs resulting in career ladders for its employees.	Provide business incentive programs for private, tourist-related development projects which offer <u>good employment opportunities with self-sufficient wages, training</u> , and programs <u>that</u> result in career ladders for its employees.

These changes correct a grammatical error and also make clear that we want to create good employment opportunities that afford their employees self-sufficient wages.

- **Amend EP-J: International Trade, Maritime Trade, and Border Relations**

Our goal is to make San Diego a city that promotes our waterfront industry and commerce through cargo and cruise terminals as we take advantage of our location as a part of a greater interregional and bi-national area to be a strong competitor in the global marketplace.

Existing language for EP-J.10 (EP-34) as approved by LU&H	Proposed language for EP-J.10 (EP-34)
Protect and promote working waterfront jobs that provide family-supporting wages.	Protect and promote <u>good</u> working-waterfront jobs that provide <u>self-sufficient</u> wages.

The self-sufficiency standard previously described more clearly demonstrates our goal to provide better employment opportunities than does “family-supporting wages” and makes it consistent with the other provisions in the Element.

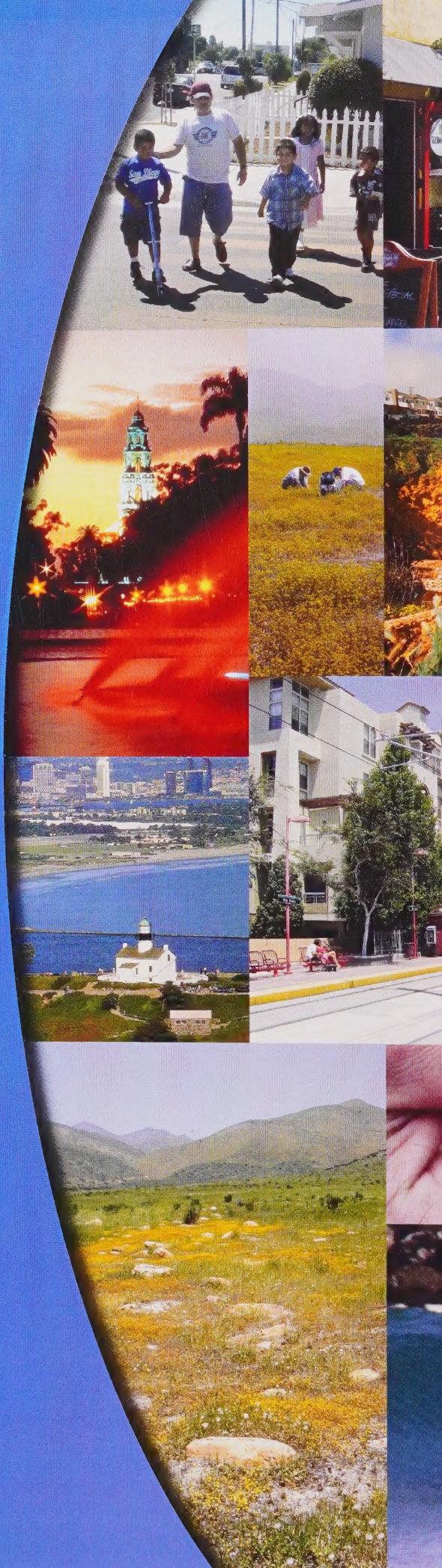
SHP: cbh

cc: Honorable Mayor Jerry Sanders
 William Anderson, Director, Planning and Community Investment
 Nancy Bragado, Program Manager, Planning and Community Investment
 Betsy McCollough, Planning and Community Investment
 Jean Cameron, Senior Planner, Planning and Community Investment

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THE CITY OF SAN DIEGO

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